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The proceedings of a 1968 interagency conference concerned with the educational needs of the disadvantaged are presented. The three keynote addresses dealt with the characteristics of the educationally deprived, the role of the state government in the education of the deprived, and Federal-state relations in meeting their needs. Educational programs in Wisconsin were discussed in relation to minority group and urban and rural white students. Also presented are reports on 10 panels on a range of educational issues. Workshop summaries and evaluations are included. (NH)

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INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

Proceedings of Wisconsin Interagency Conference
on the Educationally Deprived
November 21-23, 1968

L. Joseph Lins, Editor

WISCONSIN COORDINATING COUNCIL
FOR HIGHER EDUCATION
732 North Midvale Boulevard
Madison, Wisconsin 53705

April 1969

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State of Wisconsin \ COORDINATING COUNCIL FOR HIGHER EDUCATION

ANGUS B. ROTHWELL
EXECUTIVE DIRECTOR
732 NORTH MIDVALE BOULEVARD
MADISON, WISCONSIN 53705

Honorable Warren P. Knowles
Governor
State of Wisconsin
State Capitol
Madison, Wisconsin 53702

Dear Governor Knowles:

Recognizing that one of Wisconsin's greatest problems is that of meeting the educational needs of the disadvantaged, the Coordinating Council for Higher Education directed the Staff to set up a statewide conference in an effort to determine what the facts of the situation are. This was done and the conference entitled "Increasing Human Potential Through Educational Change" was held on November 21, 22, and 23. Your participation was significant because you indicated your awareness of the problems that are before us.

While the culmination of the conference came in the form of a budget request to you, we believe that the papers prepared for the conference and the discussion which ensued are valuable in themselves and should help all of us to evaluate new plans, and should also help us to improve ongoing programs.

Many hours of dedicated hard work have gone into the proceedings of this conference. We shall make them available on a statewide basis where we believe they may be effectively used. Should you have any question about the conference or its proceedings, we shall, of course, do all in our power to give you a prompt and full response.

Respectfully yours,

Angus B. Rothwell

Angus B. Rothwell

PREFACE

At its meeting of May 21, 1968, on motion of Philip E. Lerman, the Coordinating Council for Higher Education voted, "That the CCHE act as convener of a conference comprising individuals designated by the three state systems of higher education and the State Department of Public Instruction with an invitation through WAICU to the representatives of the independent universities (colleges and universities) of our state dealing with problems of the disadvantaged, including black youth, on our college campuses. The conference should include those individuals now working on various projects throughout the systems as well as administrative personnel and student representatives."

The Chairman of the CCHE directed the CCHE Student Affairs Committee to arrange for the conference. Under general guidelines approved by the Student Affairs Committee, a Planning Committee, with representatives appointed by various Wisconsin institutions and agencies, met regularly and developed the title of the conference and statements of major goals, of planning, and of programming for the conference. The Planning Committee also was deeply involved in the selection of participants for the conference and of persons for the program.

The conference, entitled "Increasing Human Potential through Educational Change," was held at The University of Wisconsin Center on November 21-23, 1968. Its primary theme was the education, at all levels, of the educationally deprived and was developed around the following major goals:

. . . To consider problems associated with meeting the future educational needs of the educationally deprived and to determine desirable directions for public and private institutions and agencies in meeting those long-range needs.

. . . To survey and evaluate current approaches to equalizing educational opportunities of residents of the State of Wisconsin.

. . . To assess the role of state government and of federal-state cooperative efforts in providing for the educational needs of the educationally deprived.

. . . To provide guidance to the CCHE in evaluating public institutional academic and financial plans for meeting the needs of the educationally deprived.

. . . To make recommendations for institutional, agency, and legislative action.

Participation in the conference was on recommendation of an educational system or state or federal agency and by invitation of the Coordinating Council for Higher Education.

Each of the following educational institutions or agencies submitted a position paper on past programs, programming for 1968, recommended programming for the 1969-71 biennium, and long-range objectives for the education of the culturally diverse: The University of Wisconsin, the State Universities, the Vocational-Technical-Adult system, and the Department of Public Instruction. The Wisconsin Association of Independent Colleges and Universities, the Higher Educational Aids Board, the Coordinating Council for Higher Education, and the State Department of Administration each developed an appropriate paper. The papers were sent to the participants prior to the conference; they are reproduced in Appendix A of these proceedings.

Many persons contributed substantially to the success of the conference--the CCHE Student Affairs Committee, the Planning Committee, the Coordinating Council for Higher Education and its staff, persons on the program, the participants, and the staff of the Wisconsin Center. These efforts are deeply appreciated.

Special recognition and a special debt of gratitude are due persons who were intensely involved in the planning and development of the conference.

Philip E. Lerman was General Chairman of the conference; he is Vice President of the Board of Vocational-Technical-Adult Education and a member of the Coordinating Council for Higher Education and the Higher Educational Aids Board. Thomas M. Cheeks, Chairman of the CCHE Student Affairs Committee, served as a moderator and Master of Ceremonies for the conference and, with other members of the CCHE Student Affairs Committee (W. Roy Kopp, Philip Lerman, Maurice Pasch, Frank Ranney, John Rice, John Roche, and C. O. Wanvig, Jr.), was responsible for the general planning of the conference.

Specific planning of the conference was through the cooperative efforts of various Wisconsin institutions and agencies each of which appointed representatives to a Planning Committee. The representatives were: University of Wisconsin: Samuel D. Proctor and Glen C. Pulver; State Universities: Kenneth E. Lindner and G. John Stoelting; Vocational-Technical-Adult Education: E. I. Lehrmann and W. L. Ramsey; Department of Public Instruction: Donald A. Anderson and John J. Cook; Wisconsin Association of Independent Colleges and Universities: Robert H. DeZonia and Frank Zeidler; Higher Educational Aids Board: Richard Aukema and Richard H. Johnston; and Coordinating Council for Higher Education: L. Joseph Lins and William E. White. In addition, the following contributed significantly to the work of the Planning Committee: Clauston L. Jenkins, CCHE Assistant Director of Programs and Studies; Frederick K. Hiestand and Michael Harder, Executive Budget

Officer and Administrative Analyst, respectively, of the State Department of Administration; Harold Sahakian, Director of Field Services of the Vocational-Technical-Adult Board; and Clemens T. Wisch, Assistant to the Director of the Milwaukee Technical College.

Of inestimable assistance were Miss Edna Hasse and Mrs. Marie Cobb, of the staff of the CCHE, who performed the secretarial duties, kept records, and helped with organization for the conference and who typed the proceedings.

The efforts of Regent Maurice Pasch and President Fred H. Harrington, of The University of Wisconsin, in making a grant possible to partially support the conference are highly appreciated.

To all of these persons and to all others who worked so diligently to prepare for and to conduct the conference--THANKS.

L. Joseph Lins
Chairman
Planning Committee

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INTRODUCTION

L. Joseph Lins
Director of Research
Coordinating Council for Higher Education

The conference, "Increasing Human Potential through Educational Change"--a conference dealing with the educational needs of the educationally deprived--was held on November 21-23, 1968, at the Wisconsin Center, Madison. The proceedings of the conference, which follow, are intended to give a larger group of individuals, than those who participated, an opportunity to share the benefits and results of the conference. The recording of the speeches delivered and of the principles, recommendations, and resolutions of the conference make it possible for greater meaning and use of the efforts of the many persons who were instrumental in bringing about statements of those principles, recommendations, and resolutions. It is hoped that the proceedings will lead to continued thinking about programs for the educationally deprived and to implementation of responsive and adequate programs.

The Extent of the Problem

Very few problems in the field of education are as complex as the problems of educational deprivation. An adequate solution to these educational problems requires dedicated and concentrated efforts of educational policy-makers, curriculum specialists, teachers, guidance workers, and administrators. It requires also that governmental and social agencies recognize the needs and devote additional attention to the solution of those needs. Social problems bear directly on the development of the child and adolescent and influence the interaction between students and the schools.

Included as underprivileged would be youngsters on the hardship end of scales on family income, location of home in the community, location of the community in the state or nation, and lack of opportunities to develop to the fullest of their abilities. Various cultural and racial groups or individuals fall within this definition--the economically poor and culturally deprived including whites, blacks, Indians, Puerto Ricans, migrant workers, workers in some service occupations, and persons in depressed urban and rural areas.

In order that the participants of the conference might have a more adequate background of the current status of the educationally deprived and of current programs and anticipated programs for the future, the Coordinating Council for Higher Education staff developed an "overview" paper, the public educational systems developed position papers, and several other state agencies developed appropriate informational papers.

Conference Attendance

It was intended that the conference be limited to 196 persons invited by the Coordinating Council for Higher Education on recommendation of the educational systems and of various state and national agencies. It was intended also that the conference include persons at various levels of responsibility and representing a wide range of activity with respect to the educationally deprived.

Nearly 200 (198) persons registered for the conference and attended some or all of the sessions (See Appendix B for "Conference Participants"). In addition, about 10 University of Wisconsin students were admitted to hear the Robert Havighurst address, over closed-circuit television, on Thursday afternoon.

The registrants included persons at many levels of education and educational responsibility. There were 14 individuals who were members of educational boards (the University of Wisconsin Board of Regents, the Board of Regents of the State Universities, the State Board of Vocational, Technical and Adult Education, the Coordinating Council for Higher Education, and the Higher Educational Aids Board); some of these individuals represent two or more boards. Fourteen persons were from the executive, legislative, or administrative branches of state government. The precollegiate schools were represented by 21 registrants from the State Department of Public Instruction and the secondary schools. There were 33 post-secondary faculty members and 54 persons in institutional administrative positions including seven presidents of the State Universities. The private colleges had 19 representatives. The 16 students, in continuous attendance, represented the four major groups of educationally deprived in the state--blacks, Indians, Spanish Americans, and rural and urban poor whites.

Among the registrants were 39 persons who were directly responsible for educational programs designed in whole or in part for the educationally deprived. Examples of agencies represented were the Educational Opportunities Center, El Centro Hispano Americano, University of the Streets, Special Program of Tutorial and Financial Assistance, Federal Programs, financial aids administrators and staff, guidance directors and staff, campus ministers, Center for Community Leadership and Development, Special Learning Program, Program for Culturally Distinct Groups, Board on Racial and Human Understanding, Human Resource Development, and Program for High Risk and Disadvantaged Students.

Program of the Conference

The conference on "Increasing Human Potential through Educational Change" was designed to move forward from the present situation to consideration of needs for the future education of the educationally deprived. Thus distributed to the participants, prior to the conference, were the position papers or other appropriate papers developed by the

University of Wisconsin system, the State University system, the Vocational-Technical-Adult system, the State Department of Public Instruction, the Wisconsin Association of Independent Colleges and Universities, the Higher Educational Aids Board, the State Department of Administration, and the Coordinating Council for Higher Education; the papers appear in Appendix A of these proceedings. These papers were reviewed by a panel of "experts," representing the black, Indian, Spanish American, and poor white segments of the population, on the first day of the conference. Relevant problems of each of the educationally deprived groups were discussed.

Three keynote speeches were addressed to (1) "The Educationally Deprived--Who are They and What Factors Contribute to Their Deprivation," (2) "The Role of State Government in the Education of the Educationally Deprived," and (3) "Federal-State Relationships in Meeting the Educational Needs of the Educationally Deprived."

The most important aspect of the conference was the concept of the conference being a "working" conference designed to bring forth recommendations and/or alternatives for action in various areas of endeavor related to the education of the educationally deprived. Thus 10 workshops, with panelists from the various educational institutions and from state agencies, were developed. These were: (1) Curriculum Innovation, (2) Improvement of College and Community Environment, (3) Admissions and Retention Problems, (4) Guidance and Counseling, (5) Faculty Sensitivity to Problems, (6) Compensatory Programs, (7) Financial Aids, (8) Identification and Motivation, (9) Teacher Preparation, and (10) State Fiscal Implications.

Each workshop had panelists representing a wide range of responsibility and educational agencies. Two evaluators were assigned to each workshop; these evaluators had the responsibility for summarizing the workshops and recording the resolutions, recommendations and/or alternatives for action of the workshops. These were reported back by five "reporting evaluators," each summarizing associated workshops, at the final conference session. For a copy of the conference program, see Appendix B.

Use of Proceedings

Many persons will want to read all of the papers prepared prior to the conference and the papers delivered during the conference. Some persons will have special interests and will want to devote special attention to some of the papers of the conference.

From the standpoint of future planning, all individuals having even minor responsibilities for the education of the educationally deprived should study the reports of the evaluators of the session, "Assessment of Current Wisconsin Educational Programs in Serving the Culturally Diverse," and of each of the workshops (See Table of Contents). Without exception, readers of these proceedings should give very careful attention to the section, "Assessment of Educational Programs, New Directions, and Fiscal Implications." This section follows the papers of Workshop #10 in these proceedings; it consists of the workshop summaries, the evaluations of the workshops, and the principles, resolutions, and recommendations coming from those workshops.

WELCOME

Angus B. Rothwell
Executive Director
Coordinating Council for Higher Education

As Executive Director of the Coordinating Council for Higher Education, it is my pleasure to welcome you in behalf of the Council members. It is the belief of the Council that this Conference is needed if we are to consider an orderly statewide approach to one of our most pressing problems.

Among those present, there are probably some persons who are not acquainted with the role of the CCHE in state government. Briefly stated, the legislation which established and strengthened the operations of the Council has, as its purpose, provision for the coordination of all public higher education. Seventeen citizens of the state comprise its membership. Nine are appointed by the Governor from the state at large, two are members of the Board of Regents of the University of Wisconsin, two are members of the State University Board, two are members of the Wisconsin Vocational Board, one is recommended by the County Teachers College Board Association, and one is the State Superintendent of Public Instruction. The primary responsibility of the CCHE is "to make a continuing study of the state-supported institutions of higher education under their jurisdiction, and the relation thereto of the needs of the people of Wisconsin."

We consider one of our primary needs that of increasing human potential through educational change, and we believe that there is a rather substantial segment of our population which has not had an opportunity to reach its highest potential because that segment has not had sufficient opportunity to benefit from higher education.

This responsibility is one that is shared with more than the systems of public higher education. We are therefore very greatly pleased by the cooperation and participation of several others who are represented at this conference. We welcome the assistance of the private colleges and universities of Wisconsin, the members and staff of the Higher Educational Aids Board, the Department of Public Instruction, the Governor and the Department of Administration, as well as that of those legislators who have found it possible to be present.

The idea of holding a conference was first presented to the Council in May by Mr. Philip Lerman. Mr. Lerman has been known to have had a deep interest in the problem over a long period of years as has Mrs. Lerman. Their interest has gone far beyond the talking stage. They are "activists" in the very best use of the word. Mr. Lerman is Vice Chairman of the Wisconsin Board of Vocational, Technical and Adult

Education and is also a member of the Higher Educational Aids Board. It is most fitting, therefore, that this gentleman should serve as the Chairman of the Conference. I am now pleased to present to you, Mr. Philip Lerman.

HIGHER EDUCATION--CHANGE OR PERISH

Philip E. Lerman
General Chairman of Conference
Vice President
State Board of Vocational, Technical and Adult Education

It is my function this afternoon to orientate this audience as it begins this three-day session. Being a student myself and having been properly taught to use reference books, I searched out a definition for the word "orientation," and I should now ask all of you to rise and face the east at this moment. That is the first definition of the word. However, I will spare you the motion. We will instead use two other definitions--possibly more appropriate.

Orientation is (1) "the act of determining one's bearings or settling one's sense of direction: or, (2) settling of a sense of direction or relationship in moral and social concerns or in thought and art." These two definitions when placed together begin to give meaning to why we are here today. As students, educators, administrators, policy-makers, and concerned citizens of this state, we have a responsibility in molding an educational policy that will assure to every resident of this state an equal chance to enroll in a higher educational institution of his choice, to undertake a course of study that will prepare him for a life's career or careers, to attain the success in his career choice studies that will enable him to successfully complete this course of study, and to make him a useful person to himself and the society in which he finds himself.

This is a working conference and, though we are requested to concentrate on planning and concrete evaluation of new ideas in proposed programs, it would seem to me that it is highly necessary for us to understand where we have been and what we have been doing in order to make plans for what we wish to do in the future. Wisconsin is one of those states which has adhered strongly to the tradition of providing educational opportunities for its state's citizens.

The record in the past speaks for itself. Enrollment figures released recently by the CCHE reveal that, as of September, 1968, 157,699 students were enrolled in public and private institutions of higher education in this state. If one were to add the 22,000 students enrolled in full-time post-high school technical courses in the technical schools, this would bring the total of post-high school enrollment in this state to 179,000. This enrollment reflects a 61 percent increase over the year 1963, when there were 97,000 students enrolled in the institutions of higher education in this state. Though we are proud of the record that we have made as far as our state's citizens are concerned, the record says nothing with reference to those individuals to whom we are addressing ourselves today. And it would seem to me that this conference should not go on without some other statistics.

I am certain that the figures which follow are not accurate but, nevertheless, they reflect to the best of my ability to obtain them, the record of what has not been done in our state nor in any other state for those individuals in our society whom we have come to call either the high risk, the culturally diverse, the culturally disadvantaged, or what have you. I am loathe to play a numbers game but, nevertheless, it seems to me necessary in order to emphasize once again the purpose of why we are here these three days.

According to Statistical Services, the population breakdown by race for Wisconsin in 1966 was as follows: total population, 4,182,000, of which 99,000 are estimated to be Negro or black; and 24,500 are classified as Indian or Spanish-speaking, for a total of 123,500 in the so-called total minority category. It would seem to be safe to include an additional 350,000 to this total who could be classified as people in the poverty income level in addition to those above who are also in the poverty level; that is, people whose family incomes are below $3,000 per annum (as used by Federal government). Actually the 1960 census showed that there were 171,743 families in the state of Wisconsin with an income level below $3,000, which was a total of 17.4 percent of all families in the state.

It is possible that I am understating by a large percentage the total number of people in the "below poverty level," but would prefer for this orientation to understate--to do otherwise would make our plight even worse. For that year I have, by combining these figures, arrived at a total of about 475,000 people in the state of Wisconsin who could be placed, for our argument's sake at least, into the category of either being in the poverty level or being counted as the racial minorities with whom we are concerned. This represents roughly 11 percent of the population of this state. If we were to take 11 percent of the 179,000 students enrolled in public and private higher education in the state of Wisconsin, we'd come up with a figure of 19,690 students who, if we were to use a quota system, should be represented in higher education institutions.

I would be surprised if upon totaling all black students, Spanish-speaking (Mexican, Puerto Rican, etc.), and Indians, and including those white students whom we would consider coming from the poverty level in rural and urban areas of this state, that there would be actually 1,500 of these students enrolled in higher education in the state of Wisconsin. The question, then, that confronts us is where have we failed; more importantly, why have we failed? What is there that we must do, as we discuss our program the next three days, to correct the errors of the past and to make possible now, as we look to the future, to give to all individuals an opportunity for higher education--whether it be vocational, technical, community college, seminarian, four-year college, or graduate education in this state?

There was once a day in this state when we prided ourselves, particularly at the university level, in the type of services that we offered the citizens of the state of Wisconsin. It is no accident that The University was the great pioneer in agricultural extension and at the turn of the century offered to the farmers of our state a type of educational service which permitted Wisconsin agriculture to grow into one of the great economic forces of this state and the nation. It is also no accident that The University, through its extension division, and its diverse programs, gave birth to educational programs which permitted this state to boast of its great diversity of services to business, industry, agriculture, and labor. Yet, in the process of this growth, we seem to have neglected those elements in our society who at this moment are knocking at the door asking for entry into the opportunity which education offers. The economic and technological revolution which has overtaken our country has also overtaken Wisconsin. Today we live in a society of affluence in which, we can roughly say, 80 percent of the population are the "haves" and 20 percent of our population are the "have-nots." It seems to me we now have a responsibility, as we once did in the past, to address ourselves to the needs of the "have-nots" in our society, without playing the "Great White Father" role.

We are further faced in our society with the fact that most of us live in an urban setting and that what we are not able to cope with are the problems that arise out of urban poverty. Urban poverty must be looked at as a condition of urban life style--a life style which is totally impoverished and not necessarily limited by race, a life style which is fixed in part by bare technical conditions, in part by legal arrangements, and not in the least by ideas. We have, in the process of moving forward in our technological revolution, built institutions, particularly institutions of higher education, which are so arranged as to really accommodate the life style of those who do not live in poverty, not to accommodate those who are, further, in the sense, afflicted by the additional poverty brought about by the racial notions which exist in our society. Those of us who constitute the 80 percent of our society, who in the jargon of today have "made it," now have a responsibility to approach the matter of institutional change with an open mind, as well as with an open heart. We must be prepared to re-examine our institutional structure to determine what is inherent in this institutional structure which limits the opportunities of the 20 percent who have not made it, to try to understand that which is relevant in the society of today as it looks to tomorrow, and not to think in terms of yesterday. We have to look at individuals as well as society and we must be prepared to make the institutional changes necessary to allow for the self-realization of each individual in our society. We have been more successful in business and industry--the so-called private sector--in securing change than in education.

It is our task to examine our programs as well as our institutions; to ascertain and change those rules that limit the use of our programs and our institutions; to re-assess our personnel and educational policies that limit individual growth--too often ready to condemn individuals to a kind of purgatory because of the limited narrowness of the evaluator's point of view. We must be certain that each system, public or private, will place top priority on the recommendations that flow from our meeting; and that each administrator, chancellor, university or college president, and each technical school director, when he pledges cooperation, will really do so by placing the programs under his direction and by assigning a competent and empathetic administrator directly under him. We must be sure that programs, when initiated, will not neglect the social need of those to whom they are addressed.

We must, if we are to be successful upon completion of this conference, be prepared to answer the needs of all the citizens of this state and to make "Educational Opportunity" a work which is a reality open to all, regardless of their station in life, regardless of their color, regardless of their level of income, and regardless of their ethnic origin or language barriers; and we must dedicate ourselves to the task of building educational institutions which are not barren from a human point of view.

GREETINGS OF THE GOVERNOR

Governor Warren P. Knowles

Greetings . . .

I know that each of you have already recognized the real value of this Conference. A quick glance at the program would give any observer an indication of the top-notch program that has been put together for your benefit and for the benefit of our State.

I do want to take this opportunity to make a few remarks regarding Wisconsin's work in providing opportunities for the educationally deprived. Wisconsin has adopted a progressive approach toward dealing with the disadvantaged. Children unequipped to handle the regular school program because of emotional disturbances, physical handicaps, or poverty are receiving the attention and assistance they deserve.

Let me outline some of Wisconsin's efforts in this area.

Our Department of Public Instruction has advanced a program (under the National Elementary and Secondary Education Act) for aiding the children of migrant workers while they are in the State for summer seasonal work. In 1967-68 the program was fully funded and covered nine school districts . . . 588 migrant children were enrolled.

We've become recognized as a national leader in the education of the handicapped. Almost 55,000 handicapped youth in Wisconsin are now receiving special services in over 1,700 special programs. The State is guaranteeing local school districts 70 percent of the approved instructional costs of educating handicapped children.

The State Division of Instructional Services is offering to the disadvantaged child an extensive well-trained professional staff. The staff aids Indian schools, state schools for the blind and deaf, the Bureau of Crippled Children, and local agencies with recommendations, evaluation, and consultation.

Complimenting the state effort has been the National Elementary and Secondary Education Act. Since August of 1965 federal funds, administered by state and local school systems, have been made available to support assistance projects for the disadvantaged. In 1967, more than 146,000 Wisconsin children in both public and private schools were involved in ESEA Title I programs.

Those are some of the things we are already doing to assist the educationally disadvantaged. This Conference is evidence of the State's concern and interest in doing all that is possible in the future.

KEYNOTE ADDRESSES

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THE EDUCATIONALLY DEPRIVED--WHO THEY ARE AND WHAT FACTORS CONTRIBUTE TO THEIR DEPRIVATION

Robert J. Havighurst
Professor of Education and Human Development
The University of Chicago

In all of our big cities, and in many smaller cities and rural counties, educators are trying to find better ways of teaching a group of children and youth who are variously called "culturally deprived," "educationally deprived," or "socially disadvantaged." This is a major movement, which enlists a large amount of money and time of skilled teachers, and also a considerable amount of research effort.

There is consensus that this group of children and their families present a great social problem, perhaps the greatest of our domestic social problems. It is important that the problem be seen clearly.

Different writers and different workers in this area have defined the target group somewhat differently. The group is sometimes (and frequently enough to cause confusion in the minds of readers) described as all children of manual workers. But few if any educators care to call this large working-class group, over half of the child population, "socially disadvantaged."

The socially disadvantaged may be described in three ways: in terms of certain family characteristics relating directly to the child; in terms of their personal characteristics; or in terms of the social group characteristics of their families.

Family Characteristics

Compared with other children whose families give them average or better advantages for getting started in modern urban life, the socially disadvantaged child lacks several of the following:

1. A family conversation which (a) answers his questions and encourages him to ask questions; (b) extends his vocabulary with new words and with adjectives and adverbs; (c) gives him a right and a need to stand up for and to explain his point of view on the world.

2. A family environment which (a) sets an example of reading; (b) provides a variety of toys and play materials with colors, sizes, and objects that challenge his ingenuity with his hands and his mind.

3. Two parents who (a) read a good deal; (b) read to him; (c) show him that they believe in the value of education; (d) reward him for good school achievement.

Bernstein[1] has studied the language behavior of families that relate to the intellectual development of their children. He distinguishes between two *forms* or *types* of language. (These language types are statistically related to social class, as will be pointed out later.) One form of language is called *restricted* and the other form is called *elaborated*. A family which employs *restricted* language gives a child a language environment characterized by:

1. Short, grammatically simple, often unfinished sentences with a poor syntactical form stressing the active voice.
2. Simple and repetitive use of conjunctions (so, then, because).
3. Little use of subordinate clauses to break down the initial categories of the dominant subject.
4. Inability to hold a formal subject through a speech sequence; thus a dislocated informational content is facilitated.
5. Rigid and limited use of adjectives and adverbs.
6. Constraint on the self-reference pronoun; frequent use of personal pronoun.
7. Frequent use of statements where the reason and conclusion are confounded to produce a categoric statement.
8. A large number of statements/phrases which signal a requirement for the previous speech sequence to be reinforced: "Wouldn't it? You see? You know?" etc. This process is termed "sympathetic circularity."
9. Individual selection from a group of idiomatic phrases or sequences will frequently occur.
10. The individual qualification is implicit in the sentence organization; it is a language of implicit meaning.

On the other hand, a family which employs an *elaborated* language gives the child a language environment characterized by:

1. Accurate grammatical order and syntax regulate what is said.

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[1] Basil Bernstein. "Language and Social Class," *British Journal of Sociology*, 11:271-276, 1960; also Basil Bernstein. "Social Class and Linguistic Development. A Theory of Social Learning," in A. H. Halsey, J. Floud, and C. A. Anderson (Eds.), *Economy, Education, and Society* (New York: The Free Press of Glencoe, 1961), pp. 288 ff.

2. Logical modifications and stress are mediated through a grammatically complex sentence construction, especially through the use of a range of conjunctions and subordinate clauses.
3. Frequent use of prepositions which indicate logical relationships as well as prepositions which indicate temporal and spatial contiguity.
4. Frequent use of the personal pronoun "I."
5. A discriminative selection from a range of adjectives and adverbs.
6. Individual qualification is verbally mediated through the structure and relationships within and between sentence.
7. Expressive symbolism discriminates between meanings within speech sequences rather than reinforcing dominant words or phrases, or accompanying the sequence in a diffuse, generalized manner.
8. A language use which points to the possibilities inherent in a complex conceptual hierarchy for the organizing of experience.

A child who has learned a restricted language at home is likely to have difficulty in school, where an elaborate language is used and taught by the teacher; and the difficulty of the child is likely to increase as he goes further in school, unless he learns the elaborate language that is expected in the school. On the other hand, the child who has had experience with an elaborate language from his earliest years has a relatively easy time in school, because he must simply go on developing the kind of language and related thinking which he has already started.

Personal Characteristics

The family environment with the restricted language just cited tends to produce children with certain personal deficits. Hess and Shipman[2] have summed up the results of a number of studies as follows:

> Children from deprived backgrounds score well below middle-class children on standard individual and group measures of intelligence (a gap that increases with age); they come to school without the skills necessary for coping with first

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[2] Robert D. Hess and Virginia C. Shipman. "Early Experience and the Socialization of Cognitive Modes in Children," *Child Development*, 36:869-886, 1965.

grade curricula; their language development, both written and spoken, is relatively poor; auditory and visual discrimination skills are not well developed; in scholastic achievement they are retarded an average of two years by grade six and almost three years by grade eight; they are more likely to drop out of school before completing a secondary education; and even when they have adequate ability, are less likely to go to college.

Social Group Characteristics

The social group characteristics of educationally disadvantaged children are discussed last so as to avoid giving the impression that there is a hard-and-fast relation between socioeconomic status, or some other group characteristic, and social disadvantage for the child. While there are statistical relations and very important ones between socioeconomic status and social disadvantages of children, there are so many individual exceptions to the statistical generalizations that any educational policy aimed at identifying socially disadvantaged children should avoid reliance upon general socioeconomic characteristics as the decisive criteria.

Above all, it is important to avoid the error of saying that all children of working-class families are socially disadvantaged. Approximately 55 percent of the children of this country are living in working-class homes. That is, their fathers or mothers do manual work for a living. The great majority of these families give their children a fairly good start for life in an urban industrial democratic society. Their children are adequately fed and clothed. They are loved and protected by their parents. They learn to respect teachers and to like school. They do fairly well or better than that in school.

While working-class children as a group are somewhat different from the children of white-collar workers, it would not be reasonable to say that the working-class children are socially disadvantaged or culturally deprived. Working-class children as a group score slightly below children of white-collar families in intelligence tests; they fall slightly below on tests of school achievement; they attain somewhat less formal education. But the differences are relatively small, and become even smaller when the socially disadvantaged children are removed and the majority of working-class youth who remain are compared with while-collar children.

Most working-class families participate fully in the American mass or core culture. This is certainly not a culture of deprivation. While the differences between the upper working class and the lower middle class are real and they are interesting, these differences should not be described in terms of social advantage or social disadvantage. The great amount of movement of people across the boundary between these two classes as they grow up is evidence that the differences between these two classes are not fundamental ones.

Who, then, are the socially disadvantaged when we attempt to describe them in terms of observable social groups? They are groups with the following characteristics:

1. They are at the bottom of the American society in terms of income.
2. They have a rural background, if we go back as far as two generations.
3. They suffer from social and economic discrimination at the hands of the majority of the society.
4. They are widely distributed in the United States. While they are most visible in the big cities, they are present in all except the very high income communities. There are many of them in rural areas, especially in the southern and southwestern states.

In racial and ethnic terms, these groups are about evenly divided between whites and nonwhites. They consist mainly of the following:

1. Negroes from the rural south many of whom have migrated recently to the northern industrial cities.
2. Whites from the rural south and the southern mountains many of whom have migrated recently to the northern industrial cities.
3. Puerto Ricans who have migrated to a few northern industrial cities.
4. Mexicans with a rural background who have migrated into the west and middle west. Also rural Spanish Americans in the southwestern states.
5. American Indians.
6. European immigrants with a rural background, from eastern and southern Europe.

Poverty

The most general single mark of the educationally disadvantaged child is the poverty of his family. Even though at least half of the children of poor families do quite well in school, another half do poorly. There is no other general social characteristic which predicts low school achievement quite as surely as the socioeconomic status of the family.

Consequently it is useful to examine the facts on the numbers and the location of children of poor families. For this, there are some good recent data, based on the Census of Family Incomes made in 1959.[3] In 1963, 22 percent of the population aged 5-19, or 12.5 million children and youth, lived in families below the "poverty line." They were distributed as follows:

The Children of the Poor

1965--22 percent of persons 5-19 inclusive
or 12.5 million

	Percent	Million	
Urban vs. Rural			
Urban	60	7.5	20% of urban children
Rural	40	5.0	28% of rural children
Ethnic Groups			
White	69	8.5	18% of white children
Black	25	3.1	44% of Negro children
Spanish American of S.W.	4	0.5	35%
Puerto Rican	1.2	0.15	50%
Indian	1.1	0.14	65%
	100	12.5	

Poverty in Wisconsin

The state of Wisconsin is well above average in material standard of living, and well above average in educational status. Therefore a tabulation of children of poor families for Wisconsin would be quite different from the national distribution shown above. The principal differences would be:

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[3] A "poor" family was defined as a nonfarm family of four with an income of less than $3,130; for farm families, the dividing line of income was slightly lower (See references below).

Mollie Orshansky. "Counting the Poor: Another Look at the Poverty Profile," *Social Security Bulletin*, Vol. 28, January 1965.

U.S. Census. *Family Income, 1959.*

Alan R. Bird. *Poverty in Rural Areas in the United States* (Washington, D. C.: U.S. Department of Agriculture, Agricultural Economics Report #63, November 1965).

1. The proportion of Negro poor would be greatly reduced. They would appear only as urban dwellers, and mainly in Milwaukee and the other industrial cities of the southeastern part of the state.

2. There would be a considerable group of rural and urban poor whites. This group would be largely native to the state, and relatively smaller than in most states.

3. There would be a relatively large group of Indian poor, though small in comparison with the white and Negro group.

4. There would be a small group of Spanish Americans, located mainly in the industrial cities.

Poverty and Educational Deprivation

If we accept the proposition that Wisconsin has a lower proportion of poor families than the average for the nation, we might assume that 15 percent of the children and youth of school age in Wisconsin come from poor families. Of this group, no more than half are severely educationally deprived. That is, no more than half of the poor families give their children the kind of barren environment from mental development that we have described above. Bloom's study[4] of the relations between environment and measured intelligence sums up the situation of these children:

> A conservative estimate of the effect of extreme environments on intelligence is about 20 IQ points. This could mean the difference between a life in an institution for the feebleminded or a productive life in society. It could mean the difference between a professional career and an occupation which is at the semi-skilled or unskilled level. . . . The implications for public education and social policy are fairly clear. Where significantly lower intelligence can be clearly attributed to the effects of environmental deprivations, steps must be taken to ameliorate these conditions as early in the individual's development as education and other social forces can be utilized.

Two Levels of Educational Deprivation

In the discussion thus far, we have been dealing with "severe" educational deprivation, the kind that sets an upper limit of about 95 to the measured IQ of children raised in a severely disadvantaged family. The consensus of students of the problem of educational deprivation is that youth who come to high school age with this level of academic achievement have very little chance of improving enough to graduate from high school. They are generally some two to three years retarded in reading level when they reach high school age, and they have had so much failure in school that they have extremely negative attitudes toward school and what it can do for them.

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[4] Benjamin Bloom. *Stability and Change in Human Characteristics* (New York: Wiley Book Co., 1964).

Consequently, the best social policy is to work with these young people before they reach high school age--and preferably in their preschool years and in the early primary grades. It is now regarded as likely that the numbers of children who are severely retarded (as much as two or three years) educationally by the time they reach age 13 or 14 can be cut in two by systematic and well-organized compensatory education.

For the purposes of a group who wish to expand educational opportunity at the high school and college levels for educationally deprived youth, another level of deprivation is more important. This is still educational deprivation, but not as severe as the one just described, or at least not as severe in its effects on school achievement and ability to learn school material.

This "partially deprived" group shows a measured IQ of about 95 to 110, and succeeds in getting average school grades if its members are motivated to succeed in school. Many of these are not motivated for school success, and drop out without completing high school.

This is an extremely important group, from the point of view of its potential contribution to the health and productivity of our society. It is the group from whom are recruited the Upward Bound students, and the students who are in the various projects for high school dropouts--the store-front academies, and some of the Job Corps members.

The size of this group is hard to estimate, since its members generally tend to be lost in the mass of pupils, and they tend to be fairly well adjusted to school and community. The writer would estimate that some 15 percent of an age group fall into this "partially deprived" category. They could graduate from high school if they wished to and had skillful teaching, and most of them could do adequate work in the first two years of college.

Usually the members of this group can be discovered with the help of teachers, who pick them out as having more potential ability than their mediocre record in school suggests. They show superior initiative, or they do very good work in an area of special interest for them. For example, the Kansas City Metropolitan Area Talent Search has been working with such young people for several years. They are selected in their 9th or 10th grade, and they and their parents are given special attention from counselors. The pupils are given special summer school opportunities, including an intensive six-week college orientation course immediately after graduation from high school. Most of these young people need financial assistance to go to college since they generally come from homes with limited financial means.

The record of this and other similar projects is that about half of these college entrants finish a four-year course, which is about the same as the general college-completion rate of college entrants in this country.

The learning ability of this group of "partially deprived" young people is adequate for high school graduation and junior college work. Their measured IQ of 95 to 110 is at least 10 points below what it would have been if they had been brought up in families that provided a stimulating environment for intellectual development. Their potential learning level therefore is at the 105 to 120 IQ level. They can learn at this level if they have adequate stimulative assistance.

The Central Problem is Motivation

The problem with this group of young people is lack of motivation rather than lack of ability. If they want to succeed in school or college, they will try to learn. Some boys who do not learn in school nevertheless learn to play basketball, and girls who do not learn in school nevertheless learn to dance very well. Both accomplishments require practice, as well as bodily coordination. These boys and girls spend hours practicing what they want to learn.

Examples of Motivating Situations. Small, informal schools and classes are springing up in the inner city that appear to be accomplishing more than the conventional schools with disadvantaged youth. For example, the "street academies" of New York City appear to be working successfully with some dropouts and failing students from the high schools. These are described in an article by Chris Tree in *The Urban Review* for February, 1968, and are now a part of the Urban League's Education and Youth Inventives Program. Herbert Kohl taught a sixth grade class in Harlem with a kind of freedom and spontaneity that seems to have motivated many of his pupils to care about their school work. Perhaps it is significant that he did relatively little drilling, and did not bother to correct spelling and grammar. In fact, he drew criticism from his supervisors because he did not emphasize the mental skills in the usual way. And Jonathan Kozol, in Boston, made friends with his pupils, took them on trips with him, visited their homes, but did not seem to stress the conventional training.

A recent experiment in tutoring seems to have succeeded through its motivational value, in spite of the fact that the wave of tutoring projects of a few years back has been a disappointment. The conventional tutoring project puts college students or middle-class adults in the role of tutor to inner-city pupils. But the experiment undertaken by Robert Cloward of Rhode Island University used tutors only a little bit older and more skilled than the pupils being tutored. He used 11th graders of below average reading ability in slum areas as tutors to middle-grade pupils in slum schools. Both tutees and tutors gained in reading achievement more than their controls did in a carefully designed experiment. These results can best be understood in terms of a "will to learn" that was increased in this situation. Certainly it was not a matter of superior methods of teaching used by these untutored tutors.

Herbert Thelen[5] has recently brought together 40 people who have had experience with tutoring and small group projects in which young people learn by teaching others. The explanation of the phenomenon of young people learning things themselves when they try to teach others less skilled than themselves must involve motivation.

Social psychologists have under way some important researches on academic motivation which are beginning to suggest that most children of the lower working class can be taught more effectively by somewhat different methods of setting lessons, giving approval, and correcting children's work than the methods that work best with middle-class children. It should be possible soon to show teachers of disadvantaged children how they can best teach, with methods no more difficult than the methods that are best used with middle-class children.[6]

Assuming that we can and will learn more effective methods of teaching disadvantaged children through research on motivation, what chance is there that these methods will be quickly and widely adopted? Here we meet the obstacle of bureaucratic resistance to change which we have already discussed.

Accepting the fact that innovations meet resistance in city school systems, some of the activists are now working on ways to overcome this kind of resistance. An example is the Consortium School in Utica, New York. After a successful experience with Upward Bound summer programs, the principal people working in this program resolved to try to put their methods to work in the regular school program. Five colleges in the neighborhood of Utica joined the Utica School Board in a Consortium School Board Agreement, by which the colleges help to staff an experimental secondary school within the school system, supported by ESEA

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[5] Herbert A. Thelen, Editor. *Learning By Teaching*. Mimeographed, University of Chicago, Department of Education, 1968.

[6] Irwin Katz. "The Socialization of Academic Motivation in Minority Group Children," in *Nebraska Symposium on Motivation*, 1967, edited by David Levine (Lincoln, Nebraska: University of Nebraska Press, 1967), pp. 133-190.

Title III funds. The plan provides for continuity between high school and college through a combined high school-college staff.[7]

Conclusion

The distinction between the "partially deprived" and the "severely deprived" boy or girl is an important one for people who are engaged in attempts to expand educational opportunity for young people of high school and college age. There is a substantial, though poorly defined, group of partially deprived young people who can be helped toward high school completion and college entrance. Probably 15 percent of an age group fall into this group. They tend to come from families in the lower half of the income distribution. They also tend to come from minority group families. Systematic work organized on a statewide basis can probably succeed in discovering and assisting a considerable number of these young people.

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[7] J. C. Doremus. "Upward Bound in Transition," in *Educational Opportunity Forum* (Albany, New York: The State Education Department, Division of Higher Education, Vol. 1, No. 2, 1968), pp. 51-61.

THE ROLE OF STATE GOVERNMENT FOR THE EDUCATION OF THE EDUCATIONALLY DEPRIVED

John D. Millett
Chancellor, Ohio Board of Regents

It is one of the paradoxes of our time that university officials and faculties should encounter demands completely contradictory in purpose and process. On the one hand, we hear that higher education is irrelevant to the needs of students, that higher education serves a disreputable and immoral establishment, that higher education is dehumanizing its students. On the other hand, we hear that higher education is actually not free and open in access, that only a certain class of families is able to send its sons and daughters to college, that higher education guarantees the best positions in society to a select few.

Perhaps the two sets of propositions are not quite so contradictory as they may appear. Perhaps we are debating the same concerns of society: the dual concerns to provide the educated talent needed to operate a highly complex, highly technical society and to offer this opportunity for educational preparation to the best available talent. If there are critics, and there are plenty of them, they may be voicing concerns about access to higher education every bit as much as concerns about the purpose of higher education.

This is not the place to devote extensive consideration to the objectives of higher education. I shall submit a few general statements as background or foundation for the comments which follow. Obviously, these statements may be challenged by some and rejected by others. But it is impossible to undertake any meaningful discussion of any aspect of higher education without a clear or explicit understanding of the assumptions or propositions from which that discussion proceeds.

The university is the capstone of a formalized process of education which is divided into certain more or less well defined stages: preschool, elementary, intermediate, secondary, and higher. Although the university is concerned with the final stage in this sequence, it necessarily has important interrelations with the whole process. The students who present themselves to the university are the product of the educational endeavor which has preceded higher education. Moreover, the university is the institution for preparing the teachers who participate in, guide, and stimulate the learning which precedes higher education. The various phases of the educational process have somewhat different purposes, but the university cannot isolate itself from this entire process.

The university is a social institution developed and supported by society to meet a major social need. This need is to prepare individuals to perform certain para-professional and professional tasks in society. As I shall observe more fully in a later comment, ours is increasingly a society of technicians and professional practitioners. This society has a continuing and expanding demand for individuals of greater and greater competence to locate and extract raw materials and food, to design and operate the productive process which translates materials into articles, to organize and perform the process of distribution, to create and build structures, to transport people and things, to maintain the health of the populace, to ensure our national security, to provide the management capacity to keep economy and society sound and progressive, and to finance the whole of this gigantic endeavor.

To be sure, higher education has a purpose beyond or in addition to professional education. That role is to conserve the intellectual tradition and heritage of western culture. For lack of a better term, we refer to this purpose as the mission of general education. In this mission, we in higher education seek to encourage in our students some understanding of the place of knowledge as one of man's drives and achievements and to perpetuate some devotion or commitment to the values of the educated and tolerant man. In this process, we emphasize that learning is skeptical of conventional wisdom and question accepted social attitudes, but we also assert that this criticism arises within the context of intellectual procedures and within the process of an open society agreeable to orderly change.

Let me add parenthetically my own personal conviction gained from 35 years of experience in higher education since graduation from college. This conviction is that we in higher education do a great deal of talking about general education, always express lip service to its importance, and in practice have done very little in this country to promote or accomplish general education. And this criticism is applicable equally to humanists and social scientists as it is to professors of the physical and biological sciences, agriculture, architecture, engineering, teacher education, business administration, law, medicine, dentistry, nursing, and public administration.

I suppose I should acknowledge certain other purposes or objectives in higher education besides professional and general education. There is research to advance knowledge; there is development to apply new knowledge to current and stubborn problems from poverty and pollution to population. There is public service in the form of continuing professional education; there is public service in the form of consultative and other services in which the professor practices his profession. These research, development, and public service purposes of higher education are vital and have been demanding more time and attention by our universities as the revolution of knowledge has gained momentum in our society.

To conclude these introductory or background observations, I must call attention to the meaning of education itself. Education is a social process providing opportunity for learning. Learning is an individual process. It is the individual person who learns, who values learning, and who uses learning. It is one of the ironies of education that we know so little about learning. Learning seeks to expand a person's cognitive capacity: his ability to reason, to store knowledge and knowledge of process, and to make use of knowledge in teaching, debate, or practice. We know that cognitive capacity differs among individuals. We know that cognitive capacity grows and develops within a person. We know that cognitive capacity can be discouraged, diminished, and destroyed. But we know little indeed about the social circumstances or the biological undergirding of this cognitive capacity. And we know very little about why or how an individual discovers and develops this capacity for cognition. We do know that only individuals as individuals learn.

With these generalizations borne in mind, let us turn to our major concerns here. These concerns in order of emphasis are the educationally deprived, education, and state government. It is no simple matter to define the educationally deprived. It is significant of the issues involved that we sometimes prefer to use another term, the "culturally disadvantaged." Just as the phrase "school and society" places in conjunction a vital linkage, so the phrase "education and culture" brings together correlative concepts. If we define culture, in this context, as a pattern of social behavior for an identifiable group of persons, we may ask whether or not a particular culture encourages education.

In general, and overlooking many qualifications, we may speculate that educational deprivation may arise from one of two possible conditions. An individual may be disadvantaged educationally because of his cultural environment. Or an individual may be disadvantaged educationally because society provides him an inferior school. And, of course, it is possible to have both circumstances in existence in varying degrees of combination.

We now understand that apart from any genetic differences among individuals in their cognitive capacity--there are such genetic differences, we believe, but we know very little about them--family tradition and ethnic culture have a great deal to do with an individual's attitude toward learning. If the family and ethnic culture stress the importance of education, then the individual, at a very early age and long before pre-school, begins to develop certain interests in and responses to learning situations. Indeed, even after the formal process of education begins, individuals continue to be influenced substantially by family and neighborhood attitudes toward education. We should remember that out of 16 hours of activity per day for most individuals, pre-school education may occupy only three or four hours, elementary education may occupy only six or seven hours, and secondary education may occupy from five to seven hours.

Culture is unquestionably influenced by economics, but we know that the most wealthy persons in society are not necessarily the best educated or those with the most respect for education. There is probably no occupational group in our society more committed to education than ministers of religion, and yet these are not the most affluent. Similarly, teachers, professors, and academic administrators comprise another group much interested in education. These may not be the best remunerated persons in a community. Nonetheless, economic deprivation may reinforce cultural deficiencies, and educational encouragement undoubtedly lags in families and neighborhoods where the prevailing cultural patterns and the prevailing levels of income do not provide positive inducements to learning.

It has also been said that neighborhoods with poor families in economic terms tend to be neighborhoods with poor schools in terms of per pupil expenditures. I doubt whether any empirical evidence will sustain this hypothesis in many cities, especially our large cities in the north. New school construction may lag in poor neighborhoods, and school teachers of highest quality may prefer to teach in better neighborhoods. Some suburbs may and do vote more money for school support than some cities do. Some cities and areas have more taxable wealth with which to support their school system than do others. But with all these acknowledged differences, it is my impression that school administrators generally try to equalize the distribution of available funds among the various schools within their respective jurisdictions.

The problem is that the school in a neighborhood of families whose culture and economic status gives little encouragement to education has a greater education task to perform than the school in a neighborhood where families reinforce in various positive ways the formal educational process. The school in the poor neighborhood needs more teachers and a lower student-teacher ratio. The school in the poor neighborhood needs more educational materials to make up for the lack of books and other items at home. The school in the poor neighborhood probably ought to be open 10 or even 12 hours a day instead of six or seven hours. All of this additional effort would cost additional money, and this additional money often is simply not available.

Let us pause here for a few statistics. The United States today is approximately 75 percent affluent. That is, approximately three-quarters of our families have incomes of $5,000 a year or more. The incidence of young people with educational disadvantages of a family and cultural origin is likely to coincide with the number of economically disadvantaged families in our country. At the same time, we must note that the number of economically disadvantaged families in our country does not coincide with the number of black families. Around 25 percent of our families have incomes below $5,000 a year, but only 12 percent of our population is black. And, of course, not all black families are poor families.

I think there is sufficient evidence from various survey studies to substantiate the existence in our society of a group of young people who are educationally deprived. The disadvantage appears to arise primarily from cultural and family economic circumstances, with the possibility of some element of racial discrimination added to the circumstances of many black children. The school which seeks to assist the education of youth disadvantaged by cultural and economic circumstances needs to provide compensatory or additional education. If the school does not provide such compensatory education, then educational progress for such youth must necessarily be expected to be less than the progress of other children who enjoy a cultural and economic reinforcement of their learning efforts.

We must recognize that in long run social terms the only abiding remedy for a group of young people experiencing cultural and economic disadvantages in the educational process is to alter the circumstances of such deprivation. This means primarily the availability of jobs, with corresponding improvements in the housing situation, family circumstances, and the ethnic culture.

Let us turn then to the matter of educational program. Obviously, my interest and I trust my competence based upon education and experience are directed toward higher education. But we must not forget that higher education is available only to the secondary school graduate. The dropout from intermediate or secondary school is a complete loss insofar as higher education is concerned. Furthermore, higher education demands from every student a certain cognitive capacity. While the definition of this capacity is varied, and the identification and measurement of this capacity somewhat inexact, we are all aware that this capacity is a prerequisite for higher education. And it is this capacity which should have been developed by the formal process of education preceding higher education, reinforced by cultural and economic experiences.

If we acknowledge that there is a group of individuals whose educational opportunity has been disadvantageous, the problem for higher education is whether there do exist, within this group, persons of cognitive capacity who can and should be recruited for higher education. The immediate task is to find and identify such individuals in the secondary schools which they are attending. This amounts to a "talent search" among students who may fall in the category of the educationally deprived.

There is evidence from experience which suggests that such persons do exist and can be identified. A number of efforts of this sort have been made in various states and in various school districts. We have made such efforts in Ohio, and officials of our colleges and universities report that they have been able to find "hidden" talent and have been able to encourage certain individuals to think in terms of college enrollment. It is too early to determine the eventual academic fate of these individuals identified as potential college students, but there is fragmentary evidence that some of these persons can and do succeed in college study.

I have also encountered testimony to the effect that the mere presence of talent searchers in a secondary school where few if any individuals have gone to college makes a great deal of difference to the entire school. Some young people in disadvantaged circumstances come to believe that because of their family, ethnic, or economic background they are effectively barred from higher education regardless of individual interest or ability. Any tangible evidence to the contrary may create a wholly changed attitude on the part of students toward their secondary education, regardless of whether many of these students actually enroll in college.

The second concern in this problem of the deprived is the education which is appropriate to those young people who may fall in this category. Here I would like to be emphatic and positive, even at the risk of being thought unsympathetic to the educational problems of disadvantaged youth in general and black youth in particular. There is so much nonsense being spoken and written about education these days that a few clear and forthright statements about purpose and process are badly needed.

Higher education is not and should not be the goal of every secondary school student. The ills of secondary and of intermediate education will not be cured for the disadvantaged or for advantaged young people simply by trying to broaden the access to higher education. We in higher education are interested in finding and encouraging more talented youth to go to college, but the emphasis must be on talent, not just upon youth.

It is estimated today that about half of all high school graduates in this country, or about 37 or 38 percent of all 18 year olds, enroll in a formal program of higher education. There are other high school graduates no doubt who enroll in proprietary schools of various kinds, from electronics and data processing to secretarial and office management programs. Of the high school graduates who go to college as such, less than one-half obtain a bachelor's degree. Some of these high school graduates start out with the intention of completing only a two-year program. Others find that their motivation or ability for college study is less than they anticipated.

It happens that the demand for educated talent in this country has continually outrun the available supply. This fortunate circumstance results from the changing composition of the American labor force. At the beginning of this century only about 18 percent of the labor force was employed in professional, managerial, clerical, and sales jobs where educational preparation beyond high school was expected for a considerable proportion of those holding these positions. Today, these same jobs constitute about 45 percent of the labor force. Professional and managerial positions, which comprised 10 percent of the labor force in 1900, constitute 23 percent of the labor force today and will amount to over 25 percent of the labor force in 1975. It is virtually impossible to occupy any of these positions today without a baccalaureate, and in many instances graduate or graduate-professional education is required.

Furthermore, it is reasonable to expect that among clerical, sales, farm management, skilled, and service jobs--which now require about 50 percent of all jobs--more and more of the individuals who fill these positions will be expected to have at least two years of educational preparation. There is a great need for an expansion of technical education of two years' duration after high school in preparing young people to fill many of these jobs. In consequence, we have the fortunate situation where our labor force continues to demand increased educational preparation on the part of job seekers.

The counterpart is that our society is providing fewer and fewer job opportunities for those who lack educational qualifications. In 1900 nearly one-third of all jobs in the American labor market were filled by unskilled farm workers and laborers. The absolute number and the proportion of these jobs has steadily declined, until today less than 10 percent of our labor force is needed as farm labor and as unskilled labor. Sometime in the 1970's the proportion will decline to five percent. One reason, indeed the major reason, why we have an urban ghetto problem and an educationally deprived problem today is the decline in the need for farm labor and for unskilled labor. As demand for farm labor disappeared, we had one of the great migrations of all history from the farms of the south and from the Appalachian areas of the middle and southern states into the great industrial centers of the north and west. But this migration occurred at a time when the number of laborer positions in business, industry, government, and domestic service was declining.

We are experiencing, however, an increase in the demand for so-called white-collar and blue-collar employment. The proportion of craftsmen and operatives in our labor force is rising slowly, while the educational requirements are also expanding. More and more such craftsmen and operatives are expected to have at least a high school education. Here we confront another educational problem which higher education can meet only indirectly. It has been over 40 years since we discovered that the role of the secondary school in America was not primarily that of preparing youth for higher education. Yet, in that same period of time we have largely failed to define adequately or perform properly an alternative mission for the secondary school. Too many persons have talked too glibly about "life adjustment" education without defining terms or giving specific content to their concept, whatever it was.

Today, it seems clear that vocational education should be the principal other purpose for the secondary school. But this means vocational education quite different from that which has passed as vocational education in recent years. Vocational education should not be a dumping ground for slow learners and problem cases. Vocational education should not be a second-class education. Vocational education should not bar a student from further education. On the contrary, vocational education should be preparation for jobs needed in the community. Vocational education should be recognized as multiple-skills education, requiring job competence and intellectual competence. Vocational education should be recognized as preparation for both employment and further education. We shall have to devise a third track, a general or single skill track, for those who need remedial and other education.

At the level of higher education, let us forget any nonsense about education for some unspecified, future new American society. The task of higher education is to prepare individuals to perform the work required in our present society, and in our evolving society. If this society fails, it will be overthrown and those who seize power from revolution or anarchy will doubtless construct an educational system appropriate to the new society and to the new power structure. Until that day, which if we are intelligent and purposeful can well be avoided, we have no choice in higher education except to serve the society which provides our present support and our present purpose.

In practical terms then, the problem of higher education in relation to the educationally deprived is to undertake such supplementary or compensatory effort as may permit some youth to compete satisfactorily within the existing educational system. In practical terms I would propose that, when potential talent is identified among educationally disadvantaged youth, we undertake to provide a limited program of supplementary education. I believe this can be provided in the summer quarter following the junior year of secondary education and again following the senior year of secondary education. This supplementary education should concentrate upon English and mathematics as the key elements in cognitive capacity. In addition, during the freshman year of college study, the college student from a disadvantaged background ought to be assisted with special tutorial instruction. This assistance would seek to help the student acquire the background understanding which college study presumes to exist.

I am disposed to believe that this kind of effort at supplementary education should be confined within time limits, as between the eleventh grade of secondary education and the sophomore year of higher education. In this period, the student from a disadvantaged background would have some extra attention. At the end of this period, the student would be expected to achieve and to compete successfully with all other students. If the student cannot do so, then there is no choice except to say that our original identification of potential talent was mistaken or that our supplementary education was inadequate to achieve its purpose.

Finally, there is the question of the role of state government in the organization and financing of any educational program for the educationally disadvantaged. This question is complicated, of course, by the roles of local school districts and of the federal government in this field of concern. There seems to me to be little profit for anyone in jurisdictional arguments. The needs are too great and the problem too urgent to justify any conflicts about management and finance. Moreover, it seems to me that patterns which are now developing promise some accomplishment.

The federal government has now entered into partnership with state and local governments under Title I of the Elementary and Secondary Education Act to provide supplementary funds to strengthen educational activity for youth from disadvantaged family and cultural circumstances. The federal government is also assisting the expansion of pre-school activity. It seems to me that this partnership needs to be strengthened and that we may reasonably expect the federal government to meet the expense of supplementary education at the pre-school, elementary, intermediate, and secondary level.

The question then arises whether the federal government should finance some such program of supplementary instruction in the college preparatory curriculum as I have outlined here, including the program of tutorial instruction in the freshman year. Personally, I believe that state government should undertake this action. Our states are still important parts of the educational enterprise in this country, and I see no good reason why they cannot undertake the kind of supplementary college preparatory instruction proposed here. Moreover, since the instruction function in public higher education is almost entirely financed by state governments, I believe it is appropriate to consider this supplementary instruction simply as an outreach of the regular instructional activity.

The most important single financial problem in providing education for the educationally disadvantaged is that of personal income for the student. For some time, economists have been reminding us that the greatest single expense of higher education is the income lost or foregone by the student during the process of higher education. To be sure, this reminder assumes that there is employment in the labor market available to the high school graduate who does not go to college. To some extent, such employment is available. Whether such employment would be available for all high school graduates if higher education were abandoned, no one can fairly say.

The economic justification for higher education from an individual's point of view is that, by foregoing any employment during the process of higher education, he prepares himself for higher remuneration after his college graduation because of more productive services rendered to society. Furthermore, in an affluent society, parents are willing to provide the costs of higher education to their sons and daughters as another kind of family contribution to their offspring.

The difficulty is that neither the economic theory nor the family contribution practice is applicable for the student who is by definition disadvantaged because of family economic circumstances. The educationally disadvantaged student is hampered by poverty, and unless some positive action is taken the bitter cycle of poverty based upon inadequate educational preparation is simply perpetuated by another generation of inadequate education.

In Ohio, we have found from experience this year that in one of our public institutions of higher education it has required on the average $1,400 per student for three quarters simply to enable the disadvantaged student to enroll and support himself. Where are we in public higher education going to find this $1,400 per student, or even larger amounts in succeeding years, to enable the student to meet the very minimum personal costs of going to college?

The only answer I have to this question is to suggest that the federal government educational opportunity grants will have to be adequate in amount to meet these requirements. I see no other way to provide the necessary funds on an adequate basis. In Ohio, we have one or two private foundations which are doing an admirable job of raising money for this purpose. Some of our public universities have raised funds through their own university united appeal or community chest for this purpose. These efforts are laudable; they should be applauded and encouraged. But I doubt if these efforts alone can be adequate to the job which must be done.

It seems evident that there exists, in our society, groups of youth whose family and ethnic circumstances are educationally disadvantageous. If doors of equal educational opportunity are to be opened to these youth, and if educational opportunity is to succeed in breaking the bonds of poverty, then supplementary education must be provided. The gap is too great today to be bridged by family effort alone, as was so frequently accomplished in many ethnic groups between 1900 and 1960.

It seems clear that higher education may appropriately participate in any systematic effort at supplementary education, especially in seeking out talent and helping to prepare such talent for college study. Since, in this country, public higher education is state-sponsored and state-financed, such activity by higher education must necessarily involve state government. The federal government can and should also help. Together, higher education, state government, and federal government can open new doors of educational opportunity to the educationally deprived.

FEDERAL-STATE RELATIONS IN MEETING THE EDUCATIONAL NEEDS OF THE EDUCATIONALLY DEPRIVED

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John Stuart Mill, in a discourse on "The Spirit of the Age," declared that mankind is divided into those who are still what they were and those who have changed--into the men of the present age and the men of the past. Current Federal concerns in education are issues specific to the "here and now" in American life. Yet, Federal aid to education is not without historical precedent. Over 100 years ago, Justin Morrill proposed the use of six million acres of Federal lands to States and territories for education in agriculture and the mechanic arts. In relatively recent years, the Executive Branch of government and the Congress have whole-heartedly pushed creative legislation in education. In 1958, the National Defense Education Act was passed; in 1963, the Higher Education Facilities Act and the Vocational Education Act were passed; and in 1965, the monumental Elementary Secondary Education Act was passed.

Federal concern has evolved from significant trends and pressures in American life. Congressman John Brademus of Indiana speaks of the politics of education as an outgrowth of four specific social forces: urbanization, poverty, the Civil Rights movement, and the Ecumenical movement.

The wave of in-migration from rural to urban areas, with attendant social problems and the suburban direction of industry with resultant removal of the tax bases necessary for increased services, created imbalances between resources and need. Acute unemployment in urban areas, heavy welfare loads, increases in health problems, and a myriad of social problems inclusive of delinquency and crime, sharply attuned the welfare worker, the economist, and the educator to the true havocs of poverty. The Civil Rights and the Ecumenical movements succeeded in bringing together religious leaders of different faiths and the poor of different ethnic groups--all pressing for equality of educational opportunity. As a consequence of these factors, Congress enacted during the past five years 40 laws supportive of education from pre-school through the post-graduate level. Appropriations have reached roughly $12 billion annually.

That the political system is present in education cannot be denied. It is noted in the Supreme Court ruling which declared as unconstitutional segregated schools because of their inherent inequities. It is noted in the declaration, of the President and of the Congress, of a war on poverty wherever poverty is found. It is noted in the active press of the poor for participation in policy-making roles in the educational enterprise. We are, pragmatically, in the throes of an urban crisis with national political and local administrative involvements. At all levels of government, there is a need for integrated long-term planning if eventual solution of urban problems is to be achieved.

At one time, States were hesitant, even reluctant, to accept Federal aid in education--equating it with possible Federal control. Today that question is less crucial than the one of who should be the decision-maker with reference to how funds should be spent. Federal-State relations would be eased considerably if, nationally, there were commonalities in priorities. The categorical aid programs highlighted Federal emphasis. However, increasingly today, States are asking that bloc grants supersede categorical designations in view of the fact that States are better able to determine local needs and priorities. In addition, they state that Federal control of education is minimized when the States make determinations of their own. Arguments are presented on both sides. The government thus far has attempted to bring aid to areas of glaring insufficiency. Institutes for the Training of Teachers of Disadvantaged Youth, Guidance and Counseling Institutes, Reading Institutes, the improvement of library facilities, the strengthening of smaller and weak college settings, and elementary school curriculum enrichment are among the areas considered in need of attention.

A critical issue in support of such aid has been the lack of response of some rural dominated legislatures to the needs of major metropolitan area schools. Allied to this problem has been the tendency in some States to block the use of public funds for parochial schools. Currently, there is some apprehension that bloc grants might mean a reversion to long-discussed controversies in education with resultant interferences to continued progress in equal educational opportunities for all. A plausible suggestion is that bloc grants or general aid, if granted, should be supplemented by specific categorical programs directed toward problems still of major importance in education.

Whatever emerges by way of Federal grants, there remains a necessity of Federal-State programmatic cooperation. This implies a need for a new look at management philosophy. Such a philosophy points up the need for implementation of Federal intent as presented in the legislation as well as the need for creative endeavors at State and community levels. A salient factor in this cooperative management effort is the widening of perspectives in education on the part of program managers, as well as increased awareness of necessary interaction among the many agencies dealing with the same problems of the same population--the deprived. Any significant impact requires continued cooperative effort between State agencies and Federal enterprise.

Much has been written recently about methods whereby this impact might be made more viable among the States themselves. For example, Dr. James B. Conant has suggested that State compacts in education should be developed by the States, approved by the Congress, and participated in by Federal officials acting in an ex-officio capacity. Inter-State cooperation appears necessary if radical changes are to be achieved in significant areas such as higher education, vocational education, and the education of special groups such as migrant children. Conceivably, growing out of this kind of interaction, nationwide policies might develop adequate to meet the new challenges of the new age in which we live. A national policy on urban education might well give direction to cooperative effort and help answer some questions which arise relative to State formulas in allocation of funds, means of adverting disparities where funds are needed, and means of offsetting fragmentation of effort and dispersion of the yet meager funds which are available for needed services.

Some interesting points of view have been projected relative to strengthening the financial potential of States to meet the urban crisis. One presented by Walter Heller, former Chairman of the Council of Economic Advisors, suggests that each year a certain percentage, perhaps one percent to begin with, of Federal income tax revenues should be set aside for State distribution. The plan suggests that trust funds should be turned over to the States with little or no strings attached. It is believed that a tax-sharing plan would help the poor States somewhat more than the richer ones. The funds would be distributed on a per capita basis to a great extent. Some, however, would be reserved--perhaps as much as 25 percent--for the exclusive use of the poorer States. Another creative plan involves the private sector and envisions competition among schools as a factor in improving the quality of urban education. To achieve high quality, sums of money given by industry would be allocated directly to children--the amount per child being based on family income. This would mean that schools, in highly concentrated impoverished areas, could receive sizable increments in revenue for teaching and curricular improvement.

Aside from the consideration of economists and educators, the problems in education of the poor identified by the poor themselves are significant in Federal-State relations. As a consequence of the presentations of leaders of the Poor Peoples Campaign of last summer in Washington, the Office of Programs for the Disadvantaged was designated as a central area for the receipt of complaints from this population. In brief summary, many complaints grow out of the inability of local citizens, the poor, to participate in plans for the use of Federal monies. Many mothers complain of the hidden cost of education. Poor families are seldom able to provide adequate clothing for school. Too, they are seldom able to provide the amount of high quality nutritional food that is necessary for growing children. The absence of opportunity for participation in program planning for use of funds is at the root of many problems. Other complaints have dealt with possible racial discrimination in the distribution of ESEA funds within a school system, and with the lack of adequate representation of Negro history and culture in the curriculum of the school system. Many of the complaints have been referrals from the White House.

At the invitation of Commissioner Howe, representatives of the poor met Office of Education officials for the purpose of gaining first-hand insight into problems attending use of Federal monies in education. One reaction was that money, as presently used, simply enforces the status quo--that, if greater control over use of funds could not be exerted by those truly sympathetic with the poor and capable of understanding their educational needs, then Federal aid should be eliminated. "Tell us what the hang-up is. If you don't have the power, who does?"

To the suggestion that revised guidelines emphasize involvement of representatives of the poor on local advisory committees, the reaction was: "That sounds too much like the OEO guidelines for community involvement which really haven't worked. If the mayor and the power structure don't want to cooperate, you won't get results . . . . Most local school boards won't or can't help solve the problems."

In relation to problems in learning, one mother declared:

"All day long you give miseducation and then in the afternoon you give the same teachers money to patch up this miseducation. If you'd just start at the bottom and teach these youngsters how to read and understand what they're reading, then maybe they could move ahead and learn something else."

Concern for research was stated as follows by one participant:

"Is there any possibility that the minorities might do research on the people who are researching us? I think we should do it. I had a call at my house from a young lady that was doing her master's degree on the culturally deprived. She wanted me to talk to her about Puerto Ricans. I told her it was the wrong group because we do have a culture. I suggested that she research herself and see how her culture was preventing her from being effective with people who speak Spanish. Of course, I never heard from her again, and I've been wondering ever since if maybe we shouldn't research the researchers."

When people speak of their problems and make complaints, the reality of situations can be unsettling. However, it is no longer possible to engage in nonresponse. Cooperation between Federal-State and local officials is essential.

From this discussion, several basic considerations emerge. In keeping with American democratic thought, freedom is of concern at all levels of government. But freedom tolerates the pull for power priority in relationships. Who should be the decision-makers in education? How can participation in the decision-making process be made effective at all levels of government?

Clearly, educational leadership rests with local communities. Yet, the complex, interdependent ordering of society requires the pooling of thought and resources at every level of government. Federal funds are intended to supplement not supplant State and local resources; Federal initiative is intended to stimulate not dampen local responsiveness. Keen responsibilities remain with State Departments of Education, local school boards, and administrators.

In terms of contemporary fact, we must be amenable to new philosophies and new patterns even to the point of taking new risks in education. An age of reason requires judgment for action based on experimentation when tradition no longer survives the test of new times. Mutual goals, as in the instance of education of the deprived, can be achieved if there is mutuality of commitment--if local schools, administrators, and State education officials determine to discharge the responsibility of developing the potential of every individual wherever he might be found. Twenty years ago we would have said this is a sacred responsibility. Today, we must add, it is a remaining hope for the achievement of a nation united. The future resides in the present.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS IN SERVING THE CULTURALLY DIVERSE

Opening Remarks of Moderator	Robert H. DeZonia
WITH RESPECT TO BLACK STUDENTS	Samuel D. Proctor
WITH RESPECT TO SPANISH AMERICAN STUDENTS	Bishop Jerome Hastrich
WITH RESPECT TO AMERICAN INDIAN STUDENTS	Robert E. Powless
WITH RESPECT TO RURAL AND URBAN POOR WHITE	Jay S. Johnson
Report of Evaluators	Harold Sahakian Clauston L. Jenkins

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS

OPENING REMARKS OF PANEL MODERATOR

Robert H. DeZonia
Executive Director
Wisconsin Association of Independent Colleges and Universities

This panel serves as somewhat of a stage-setter for the workshops of tomorrow. It was structured by the Planning Committee to provide in broad brush strokes a general "Assessment of Current Wisconsin Educational Programs in Serving the Culturally Diverse." Because of lack of time, the panelists will have to be intensive as opposed to extensive in their remarks.

We have structured the panel along these lines: four speakers--10 minutes each with about 15 minutes for interaction of panelists and of panelists with conference participants. This latter interaction is, or should be, a significant factor in energizing the sessions of tomorrow. Your questions will be solicited--they, and the hoped for answers, should be brief and to the point. An answer may not be fully developed today; if not, carry the question into your workshop and explore it more fully.

This early in the conference, I believe it appropriate to stress that the problems are not only problems of the black, nor are they solely concentrated at the post-secondary level, nor do they exist solely in urban settings--as several of our panelists will illustrate in their remarks--though in these two spheres the problems are perhaps more joltingly apparent. Which leads me to say that the Department of Public Instruction and local school people have made a substantial input to this conference; their concern and early action in attacking the problems are vital to improving the ability of the young people to take advantage of the programs this conference hopes to identify or support as sensitive and responsive to the needs of the culturally diverse.

A final word of assessment which serves as a prelude to the panel's work--it probably is fair to say that until recently Wisconsin's response to the needs of the urban and rural poor, to racial and ethnic minorities, and to the culturally and socially distinct in the main has been about as sluggish as that of other states.

Hopefully, this sluggishness is more due to a lack of awareness than to overt negation of the problem (as in some states) or of indifference. I sometimes think many of us in "wonderful Wisconsin" may be living in a land of illusion with respect to these problem concerns, because in many geographic areas the problems are neither clearly manifested nor discerned. This is illustrated in such a progressive community as Madison where recently the Board of Education had the question put to it, "Do we really need a Director of Human Relations?"

and also where a question was raised in the City Council as to the need for the city's Equal Opportunities Commission.

To aid in energizing you and, in effect, the outcomes of this conference, the members of the panel will bring you their insights both specific and general:

> Sam Proctor will speak to you with particular reference to the concerns of black people in higher education.
>
> Bishop Jerome Hastrich will concentrate on the Spanish-speaking migrant.
>
> Bob Powless will concentrate on the Wisconsin Indian.
>
> Jay Johnson's area of primary concern will be the rural poor.

We hope to be of assistance in motivating you to motivate this state and its many agencies, public and private, to develop and enhance solutions to the problems which cry out not only for moral and humane, but reasonable and rational, programmatic actions.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS WITH RESPECT TO BLACK STUDENTS

Samuel D. Proctor
Dean for Special Projects
University of Wisconsin

The prepared position papers provide a description of the types of programs and their magnitude at the University of Wisconsin. This brief discussion will deal with certain broad principles that remain as inexorable axioms against which efforts for the "disadvantaged"--especially the disadvantaged of the Afro-American community--must be assessed:

1. The cultural insularity of the black community in the urban centers.
2. The identity crisis that pervades the minority-majority relationship.
3. The need for massive resources of persons and money to redress the effects of discriminatory treatment for a period of over three centuries.

I. The cultural insularity of the black community is created first by the demography of the cities--the concentration of low-income groups in a given locus where the perpetuation of in-group mores, born and developed in the rural South and transplanted to the urban North in a rapid migration, is guaranteed. The concomitant to this process is an ethnic wall that builds itself around this locus. This wall is built both physically and socially. It is often sharply demarcated by some specific boundary like a main street or a railroad track. Most people know where the line lies. Social factors also build the wall. White rejection and black withdrawal also constitute the wall. It manifests itself in housing and job patterns and in club memberships. It is there in every city and town.

The first consequence of the wall, in terms of education, is the dwarfing of aspiration on the part of the young black. Where students believe that they control their destiny, they do better according to the widely received Coleman Report. Experiments have shown that where teachers expect more, students deliver. But in these black ghettos, students are led to believe that their destiny is shaped by what surrounds them and their teachers meet them at this low plateau of expectation.

The next consequence is that the program offered in the schools appears foreign to them. It is drawn from a social experience unknown to the ghetto dwellers. It seeks to prepare them to live in a world unknown to them. The illustrations, the words, the metaphors are from another milieu.

Then, the real damage is done when the student repels, revolts, drops out, or becomes traumatized by his estrangement. The tools of scholarship for further endeavor are lost or dulled. His deficit condition is humiliating and debilitating. He finds it hard to go on.

II. For years this was taken for granted and looked upon as the lot of the "colored." The black population accepted it and settled down as waiters, porters, shoeshine boys, charwomen, maids, and sweepers and looked in on the white world.

There developed a system of rewards in this environment that encouraged crime and violence. It was a system outside of the accepted norms. This caused many young blacks to grow up really unaware of what the world outside of the ghetto was going to demand of them. They could not appreciate either what the job market would ask of them.

Today, as the black approaches college and university education that once was open only to a fraction of blacks who escaped the cycle of despair, he theorizes that something awful has been done to him. He has read Malcolm X and heard Martin Luther King. He has seen the demonstrations on TV and has participated in some himself. He knows that a system has operated against him and he has contempt for it.

Thus, in one bold stroke he sets out to affirm himself as a full human and not as the product of that system. This takes many forms, some violent, but it is understood in the context of a demand to be and to be authentically.

III. This brings us to a crossroads in education. How do we begin with this reality and go forward?

1. First we must resolve to do more than work with the winners, those who have survived the process. We must do more than open our doors and give them a fair chance to fail. Our first move must be affirmative to resolve that the issue must be dealt with because the whole society must bear the blame for this legacy.

2. We must permit these students to search for a valid identity, allow them to reject those elements of the culture that they regard as vestiges of an unhappy past. But we must work with them in the acquisition of those skills and competencies that will mean jobs and capability to change their communities. The culture is already pluralistic and they deserve a chance

to be different. But in our programs, while we respect this need, we must find ways to meet them at their point of need with new instructional techniques, sensitive teachers, and good tutors along with financial aid and flexible admissions. These all must go together.

3. Finally, our programs are timid and tokenlike. A broader commitment must be made in persons and dollars to get us over this present moment of crisis. With a sufficient investment we can reverse the entire process, alter the ghetto educational pattern, change the hiring habits, open the housing market, and break this lock-step in American history that marches toward chaos. A new chain of events can be created that will lead to a new image of the black man in our society.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS WITH RESPECT TO SPANISH AMERICAN STUDENTS

Bishop Jerome Hastrich
Diocese of Madison

I don't know whether I can do as good a job as Sam did, but I hope to give you some idea of the problems of the Mexican migrant. I don't think the problems are quite as great for the Spanish-speaking in our cities--those that are permanently located there--as for the blacks. As you probably know, there are more Puerto Ricans in New York than there are in San Juan, Puerto Rico. We are getting more and more of these Spanish-speaking migrants coming to our northern states and staying here.

I happen to be on the Bishop's Committee for the Spanish-speaking; in fact, I am the Vice Chairman. We have an office in Lansing, Michigan, just established last year, making us realize the importance of the problem in the eight northern states here in the midwest. Formerly we didn't realize that there were this many Spanish-speaking people here.

Our government has had a program, during the past three years, to relocate migrants. It is the hope, within the next 10 years, to have everybody--all the Spanish-speaking and the Jamaican migrants and everyone who has entered this country as a migrant and has become a citizen--relocated in permanent jobs. This is a big task.

The Wisconsin Council of Churches, the Episcopalian Diocese of Milwaukee, the Archdiocese of Milwaukee, and the Madison Diocese have formed a corporation called UMOS--United Migrant Opportunities Service--to receive government funds to relocate people who come here during the summer months. During the last year, for example, we relocated about 400 families. We are relocating another 200 in Milwaukee this year. Last year, for the first time in Madison, we relocated some 30 families. I think we have changed the attitude in Madison. When we first suggested relocation, we were told that there was no room for these people in Madison, there was no housing, the housing was needed for the current residents, and there was no room for them in any industry--all of the jobs were needed for the local citizens. In other words, the general attitude, I think, of the community had been that this is a "lily-white" community and the residents were going to keep it that way.

I had another experience along that line; I have been Director of the St. Martin House and the St. Peter Claver House in Beloit since their foundation. About a year ago, I believe, I made some comment on some of the riots that are going on in other cities. I know it aroused a lot of opposition because I suggested the possibility of something like that here. They thought I was a rabble-rouser like some other people might be considered.

We have to face the facts. We have colored people in Madison who are very restless about the injustices of our community to the colored people. They know, as Sam just told us, from television and radio that they do not have equal opportunities; our teen-agers, especially are very restless. And so, too, the migrants and Spanish-speaking generally are just becoming alert to the fact that they do not have equal opportunities. One thing we lack among the Spanish-speaking people is leadership. The colored have developed leadership over the years, but we are just beginning to develop it. You see Chavez in California, and Salas here; maybe we don't agree with everything they are doing. I don't hold any brief for what they are doing; but at least we are developing some leadership and these people realize that they do not have to take a second place in the community and that they have a right to the various benefits of education and so on that anyone else in the community has. I hope we are going to be able to give them the opportunities they need.

What is their difficulty? Well, these are migrants who actually come up here during the summer--about 10,000 of them come up here to work in our fields. They leave Texas in perhaps February and follow the sun and come here. Some of them stay in Wisconsin until October and some until November. They go back to Texas with their children and their children are in school there from November until February. Some of them stay there longer, but there isn't employment for them there; this is the reason for our effort to keep them here. To show the tremendous need of this, in one of the towns in Texas among the Anglos--the white children--there is about a three percent dropout in high school but there is an 85 percent dropout of the Spanish-speaking. Why? Because they do not know the fundamentals and now the U.S. government is developing a program of English as a second language.

These youngsters are being taught the fundamentals in the lower grades in a language they don't understand. Their difficulty is this--the father and mother do not know how to read and write and so the only language they learn at home is Spanish. It is the only language they understand. In school they are taught English. For a long time, Spanish was forbidden in the schools. They were not supposed to talk in Spanish and they were not to answer the teacher in Spanish. Consequently, they didn't understand the tools with which to educate themselves or with which to receive the education that was given to them. This, I think, basically is still their difficulty. They have two different cultures, you see. If you were to go to Endeavor, Wisconsin, you would find the same situation as that which exists in San Antonio. The youngsters in the school--in the classroom--will be taught with English books; they will be taught to read English, but as soon as they are out of the classroom they speak Spanish among themselves--they go home and they talk Spanish. So the education they are receiving is not related to the life they are living; this is the big difficulty. I think our education has to be practical.

There is another reason why they don't make the progress they should. They don't have the relationship that the white youngsters have and the English terms do not have the emotional overtones that a Spanish term would have. They haven't heard these words used by the people that love them. So it's a very complicated type of problem. I think we are on the right track if we try to use the language they understand and then gradually give them the English as a second language so that by the time they get into high school they can understand both languages. I think, too, that another thing Wisconsin could do is emphasize Spanish as a second language for the Anglo communities. California already has done this and has insisted upon Spanish being taught in California. The same is being done in Texas. It is being made available to the youngsters if they want to learn it. If there is one single second language in the United States which is important, and of course when you go to other countries you find that everyone learns several languages, I do think it is Spanish, when you consider the number of people of Spanish origin who are still speaking Spanish. In some areas of Texas you would think that no English was taught; you think you are in a foreign country. These people are coming to Wisconsin; they are locating permanently here.

Just last evening, a family came to me--a family with 10 children. Well, what are we doing for them? We have provided a special class for these youngsters so that they can learn some English this first year; they are going to be occupied just learning English so they can get into another class. I personally think--I know this sounds like heresy as far as education is concerned--but I personally think that if we kept these youngsters together for a time and didn't try to force them into the regular school system, that is, kept them in our schools but in a separate class until they knew what they were doing, it would be much easier for them. I have a number of youngsters of Spanish origin at St. Raphael's Cathedral School. I have them in a class myself; it's very discouraging for them because they can't make the progress that the others are making and they find it hard to pronounce the words as they read them. I personally think it would be much better if we could gather them together and have a special class for them, emphasizing things like the pronunciation of words, reading, and so on. We do this during the summer with Mr. Clem Baime and his Title I program. UMOS formerly had more funds for this purpose; the funds, however, were cut from $900,000 the year before last to $600,000 last year so we are not able to do as much along this line during the summer. I emphasize though that the remedial reading classes we have conducted during the summer are a tremendous advantage.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS WITH RESPECT TO AMERICAN INDIAN STUDENTS

Robert E. Powless
Director of Student Affairs
Wisconsin State University--Medford Branch Campus

SEARCHING

What can I do but cry
Like a fawn without a mother.
I lived through agony day and night
Though it seemed, I wasn't loved.
I roamed the land in search of love,
But only got as far as hate.
Everywhere I went I faced neglect.
I still kept on, hoping for the best,
But still my time will come.
I shall wait until that time
But now I still search for love.

--Poem by an Upward Bound High School
Student (Winnebago Tribe), Summer, 1968

The position papers prepared by the various large educational entities point up once again the difficulties inherent in evaluating what is happening in these kinds of programs on a statewide basis. Unless I looked at these papers through too jaundiced an eye, a fair evaluation would seem to be that very little is actually being done to meet the needs of the culturally diverse in Wisconsin, that there is some question as to what their needs actually are, and that there seems to be no factual evaluation available of the success (or lack of it) of the small number of programs attempting to meet those needs. These points are particularly valid when applied to programs involving the American Indian population.

The main problem hindering the culturally diverse student is a conceptual one. The position papers would seem to indicate that this fact is not known or, if known, is ignored in practice by the educational agencies involved. If an American Indian youth's concepts of "school," of being an Indian in a white society, and of himself can be guided from the negative toward the positive, he will then be able to begin to utilize his individual academic potential in the educational programs made available to him. Since concepts can only be changed through new experiences that belie the old, the relationship that the person in the "helping" program establishes with the youth is the key to the success or failure of the program. Interestingly enough, then, a large number of people involved in this conference are really not the "key" people in serving the culturally diverse, since many are relatively far removed from actual involvement with youth.

After this somewhat lengthy introduction, let me stress three key points:

1. *Make Haste Carefully.* Wisconsin Indians, in particular, have had their fill of ill-conceived programs and well-meaning, but inept, personnel in these programs. While it is imperative that new services be conceived and implemented soon, there must be a constant emphasis on realistic planning, careful screening of staff, and continuous evaluation. "Will they work?" and "Are they working?" must be questions asked often in the establishment of our programs.

2. *Coordinate and Inform.* As I talked and corresponded with people about current educational programs, the terms "fragmented," "disjointed," "need for cooperation between units," and "a sense of exclusiveness by management of a program" constantly came up. To immediately alleviate some fears, I am not talking about central control. There is, however, obvious need for arranging for a continuous flow of information between all agencies and programs dealing with the culturally diverse. We must focus all of our ideas and insights on the goal if we are to be successful. It seems ludicrous to be competing for the "souls" of people who not very long ago were being virtually ignored. Hopefully, the ecumenical movement trend will extend into our areas of operation.

3. *Involve Local Communities and Individuals.* Occasionally, agencies establishing programs will ask if the Tribal Council, for instance, is interested in supporting the program they plan on setting up for Indians. If the response is not immediate, the Council is often ignored since there is obviously "no initiative and leadership among Indians." If we believe that leadership is a growth experience, it seems fairly obvious that Indian leadership will never develop given these kinds of circumstances. With some patience, we can involve local groups and individuals in the planning and operation of numerous programs. What better source of information regarding the real needs of people in an area could we want? With some federal programs including checks on too much local participation, Wisconsin has an opportunity to show the value of considerable local involvement.

I can only trust that this conference's evaluation of current Wisconsin educational programs serving the culturally diverse will not be as unrealistic and "rose-colored" as the following reported by Peter Farb in his new book: "At the very moment that these people (the Cherokee) were dying in droves, President Van Buren reported to Congress that the government's handling of the Indian problem had been 'just and friendly throughout; its efforts for their civilization constant, and directed by the best feelings of humanity; its watchfulness in protecting them from individual frauds unremitting.'"[1]

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[1] Peter Farb. *Man's Rise to Civilization as Shown by the Indians of North America from Primeval Times to the Coming of the Industrial State* (New York: E. P. Dutton & Co., Inc., 1968), p. 253.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS WITH RESPECT TO RURAL AND URBAN POOR WHITES

Jay S. Johnson
Assistant Professor of Rural Sociology
University of Wisconsin, Madison Campus

Wisconsin's serious problem with disadvantaged whites at present is not improving. In 1930, 20 percent of the lowest income of disadvantaged Americans were getting 12.5 percent of the national income. In 1960, the lowest 20 percent were getting 4.6 percent of the national income. One-sixth of Wisconsin's families received less than $3,000 in income in 1960. Sixty-one percent of the family heads among the disadvantaged, according to Dr. Robert J. Lampman, Professor of Economics at the University of Wisconsin, have less than eight years of education.

Wisconsin's disadvantaged have an even lower educational level than does the average in the United States. Nationally, white heads-of-family over 25 have an average education of 9.9 years. Yet Wisconsin's rural average for the head of the family is 8.8 years. Disadvantaged whites in Wisconsin, as elsewhere, comprise an education problem running from age three right up through 65 years of age.

It is important that we maintain a perspective upon the present situation. Mass education in the United States is a phenomena basically of only the last two generations. In 1930, 50 percent of the 14-17 year olds were in school. In 1960, 90 percent were in school.

A majority of the educationally and occupationally disadvantaged in Wisconsin originate in the rural areas. Fifty-seven percent are rural disadvantaged. (I will not comment upon the black migrants into Milwaukee who have streamed in predominantly from rural southern counties or upon Spanish Americans who have also originated in nonmetropolitan areas.) Not all are whites, but seven counties have over 40 percent of their population with an income under $3,000. These counties--Adams, Burnett, Jackson, Sawyer, Taylor, Vernon, and Waushara--are joined by another 22 counties which have more than 30 percent under $3,000. In short, 29 of our 70 counties have a population of more than 30 percent with an income under $3,000. Eighty-three percent live outside greater Milwaukee.

More than half of these are nonfarm. They are not farm people who through some manipulation of statistics can have farm products to eat. Research on Head Start and other educational programs indicates clearly that the disadvantaged confront health problems arising out of neglect and financial inability, which affect educational efforts and put their children at a disadvantage to middle class American citizens. They soon suffer from disadvantages in health, in cultural experiences, in economic resources, in education, and in conceptual abilities.

A high correlation exists between a low SES, a low educational level, and a low level of aspiration. Dr. Archibald O. Haller, Professor of Rural Sociology at the University of Wisconsin, has reported significant research findings showing that a low level of educational aspiration leads to a low level of educational attainment, and a low level of educational attainment leads to a low level of occupational aspiration. Thus low aspirations are highly correlated with the occupational attainment and SES of the parents. Thus (1) low family attainment and (2) the certain reference groups respected by youth can and often do lead to low aspirations on the part of the youth, to low educational attainments, and to a cycle of recurring or "permanent" poverty.

Thus overall significant progress in education for culturally diverse white citizens is more than offset by the accelerating problem of technology and failure. This accelerating problem clearly implies an expensive waste of human resources.

Disadvantaged youth get farther behind each year that they remain in school. The difference in their level of attainment is less at the first grade than it is at any advancing grade. Some evidence exists that present educational programs still are not lessening the gap, but year by year allow it to increase. Let us turn specifically now to aspects of an assessment of our educational programs as viewed in a sociological analysis:

Educational Effectiveness. Today, let me view the objective as an increase in the educational aspirations of the culturally diverse. "Potential" exists within our Wisconsin youth. The instrument to achieve the potential is educational programs. Youth's increase in aspirations, combined with a situation offering a broad range of opportunities, can be expected to lead toward increased educational attainment and occupational aspirations. The measure of effectiveness will be the degree to which the educational aspiration and attainment are achieved. What variables influence this objective of higher educational aspiration?

The first main factor is the person or child himself--that is, from the age of three on through continuing education of an adult. Cantril, a sociologist who worked many years doing comparative studies of people in more than 14 cultures, concludes that there is a universal human need for hope--"hope" within the environmental circumstances which says to a person, "I can succeed; the future can improve." The feeling of the culturally diverse that nothing that he does can affect the future is a key cognition which must be changed. Even while within the set of reference groups and individuals which influence the youth, he must feel he tastes success and has some hope! Thus, pilot projects must plan to undergird the hopes of the youth for his future and for his progress. Such objectives imply that the educational centers must be available and inviting, that skilled counselors focus upon the family reference individuals, and that "neighborhood workers" develop communication with the parents encouraging their involvement and their feeling that their child has hope for success in his educational activities.

Let us assess the current cluster of programs--existing and projected--using a systems analysis approach. (I will focus upon the rural and upon primary and secondary educational levels. You may transfer these criteria to college or to urban situations.) What are the primary characteristics of a "living system" which effectively produces a planned output--"aspirations"?

1. *A living system is open.* It maintains continuous exchange with its environment. Our educational institutions at present have tragically little environmental exchange and dialogue both with disadvantaged families and with other agencies or subsystems that interact with and influence the disadvantaged. The only viable exchange tends to be with the middle-class establishment.

2. *A living system is self-regulating.* Through its constant exchange, it wants to keep flexible and adapt so that both its internal state and its environment may maintain stable posture. The regulatory processes are complex because, by the time we respond, the environment asks new things. Yet, the educational programs today usually remain quite rigid, and unresponsive to implications of the objective which was verbalized. I would suggest that the objective calls for resources (state funds) and that these can not be concentrated in one agency, nor scattered without coordination. Further, I would suggest that action research measuring the processes and products is essential to a living system that develops these characteristics.

3. *A living system is made up of interdependent processes.* All seek to guarantee dynamics of moving equilibrium. Yet our average middle-class teacher does not understand any culture but her own; many counselors, board members, and administrators lack ability to empathize with striking blacks or silent Indians. There is no hope of our educational system building bridges across subcultures to develop higher and realistic aspirations if we do not understand those other subcultures. We do not now have teachers who understand culturally diverse. Teaching this system objective calls for a coordinated approach by the community, the employment service, the colleges, the churches, the citizens, the public school system, and the vocational system--varying situation to situation. In this case, any one institution can not achieve the objective without cooperating agencies to join in a common task.

4. *A living system tends toward specialization* (specialized functioning of parts) *and toward centralization of strategic decisions* and controls to integrate the various behaviors.

   Development of aspirations and hope on the part of disadvantaged youth requires, it seems, the end of monolithic public school programs. Instead, even in rural Wisconsin, a broad range of offerings, larger school units, and comprehensive intermediate administrative units all seem necessary to effect the desired product. The lack of specialized personnel implies that we can only at the present time undertake pilot projects.

Thus, in our cities, in working with the culturally disadvantaged educational programs, the actors that are vital in producing the product include the parents, the administrators, the community, the teachers, and the students. Ways must be found to increase the involvement of parents in the policy-making decisions. The commitment of parents to an organization decision is highly correlated with the degree of involvement which they have in that decision-making process. Allowing continuation of the gap or the gulf, which sets the parents on the outside of the policy-making decisions about educational programs, can not be justified in the organizational science.

On the other hand, in the rural areas, the choice of an objective, that prepares youthful citizens for either urban or rural occupations and citizenship, is not realistic unless the resources are available to produce that product regardless of the sparsity of people or the distance or the lack of an adequate tax base. Resources must be provided if we are to make a dent in the educational aspirations and attainments of the youth. This means intermediate servicing units--administrative units where guidance, facilities, and specialists are available for the use of local school districts--become essential. Though the number of school districts has dropped in the United States to less than one-sixth of what it was in 1930, there are still many districts in which there are 40 teachers or less, in which the number of students is considerably under 3,000, and in which the facilities can be greatly improved by the use of intermediate administrative units to provide resources which the local district can not afford. The preceding point about the involvement of parents in the decision-making of educational programs is as relevant in the rural areas as it is in the urban.

If the goal were as we have stated, then it is vital that the school system view itself as an agent of change. Accelerated change in the world, both rural and urban, as viewed on TV and in the widening reference groups of youth, means that the schools must teach life as it is expected to be 10 years from now. This will enable the student to search for and discover new norms for his own and for group behavior based upon expectations 10 years from now, and not upon the traditional orientation of the past isolated village-centered generation.

If the objective requires complex organizational and interagency cooperation, I strongly recommend that the fragmented approach now existing be discouraged by state government. Further, shouldn't state funding be contingent upon and linked to a coordinating task force perhaps set up at two or three levels (state, district, and local) with authority to review requests for financial grants from the state? This task force could operate similar to the Title I higher education act committees. That is, "carrots" can be dangled in front of local boards, or individual agencies; the task force can insist upon cross-agency planning, and can strongly discourage projects which may blatantly ignore some elements influencing an effective product. A district coordinative task force can backstop a local planned project that encounters middle-class parental backlash.

Conclusion. Educational programs for the culturally diverse assume a goal of facilitating full development of pluralistic behaviors, i.e., helping blacks be black, Indians be Indian, etc. This is a top priority task to which all educational leaders are called to respond as a "task force." System analysis suggests few alternatives. Our present structures probably can not achieve what we desire with systematic analysis and some change. But using a system design, with, possibly, coordinating councils, and with pilot projects aimed at increasing our knowledge of the alternative action plans, Wisconsin can make considerable progress toward the objective.

ASSESSMENT OF CURRENT WISCONSIN EDUCATIONAL PROGRAMS

REPORT OF EVALUATORS

Harold Sahakian
Supervisor, Field Services
State Board of Vocational, Technical and Adult Education

Clauston L. Jenkins
Assistant Director, Programs and Studies
Wisconsin Coordinating Council for Higher Education

The panel assessing current efforts in Wisconsin to aid the educationally deprived brought out some problems which the workshop participants could carry to their meetings on the following day. The panel recognized that the Wisconsin response to the problem of the culturally diverse is sluggish and suggested that the reason is a lack of awareness rather than indifference.

Some problems which were identified included:

1. There is very little being done to meet the needs of the culturally diverse.

2. There is a lack of knowledge of what the needs actually are or what should be done.

3. There is no factual evaluation or method of evaluation.

4. The present system of organization cannot achieve what needs to be done and should be replaced by an "open, living, system" which provides a continuing exchange with the environment.

5. Self-identification or self-concept is vital for the individual.

6. A necessary component is the need for the existence of hope and aspiration.

7. Language can be a barrier, and bilingual programs are necessary.

8. Multiple cultures should be viewed as potentials for the enrichment of society.

9. More human and financial resources are needed in order to cope with the problems. We need to make haste carefully.

10. Interagency and intrastate articulation, communication, and cooperation need to be improved and coordinated.

11. Local communities and people must be extensively involved.

12. The teachers' lack of empathy or sensitivity indicates gaps in educational preparation for the teaching profession.

Workshop No. 1

CURRICULUM INNOVATION

Opening Remarks of Moderator	**Thomas M. Cheeks**
Panelist Presentations	**Dwight Teel** **James R. Bowditch** **Russell C. Mosely** **Wilson B. Thiede** **Prenton L. Kellenberger** **Mandrake Conner** **Robert G. Trauba**
Report of Evaluators	**William E. White** **Donald E. Bressler**

CURRICULUM INNOVATION
OPENING REMARKS OF MODERATOR

Thomas M. Cheeks
Relationships Specialist
Milwaukee Public Schools

We have gathered here today to discuss one of America's greatest problems--that of providing educational experience to people that are considered "educationally deprived," "culturally distinct" or "disadvantaged."

We are here to discuss ways of communicating with a new generation--"the TV generation."

Curriculum is a hot topic--most people in education assume there are inherently true and virtuous subject matters which any decent student had better learn. Those who preach and practice this approach forget that curriculum, whatever it includes, is good or bad depending on what it does to or for the student.

In selecting or choosing the curriculum, the most important question is, "What do we want students to become?" There are other operational questions to be answered, such as, "What do we want the students to come to value and to be able to see, touch, hear and smell?" To understand about themselves, the world, and the nature of man, "How do we want them to behave toward others? To what do we want them to be inclined to commit themselves? What skills should they cultivate?" When we have some idea of the answer to these questions, then we can ask what is needed in the way of instructor behavior, student behavior, materials, and experiences.

Schools are structured and conducted from K-12-freshmen-graduate school so that students are processed through sets of preconceived drills, exercises, lectures and examinations, which must be either passed or failed.

Passed or failed what? Are subjects, or experiences, or materials to be passed or failed--or should these three be felt, sensed and absorbed to the extent possible--assuming they are worthwhile in the first place?

In the notion of passing or failing, there is a clear-cut implication that the school is a competitive race between different kinds of students and that some, maybe many, will fail. Should we not ask ourselves what are students supposed to be competing for?

The Indiana University student body president said last summer: "The issue here is the meaning of education. I do not mean to imply that professors commonly fail to show up for their classes or . . . perform their assigned duties; however, we students are asking for more than that--the four years that you will be an undergraduate are crucial, less because you will be taught or not taught how to think. Facts alone are useless, but the ability to think is a priceless tool for a meaningful life, and that is the real mark of an educated man. Education is not a process of gathering information; that kind of education can be obtained without either a university or a teacher.

"Institutions of higher learning have demonstrated a remarkable ability to divorce what is taught in the classroom from what is going on in the outside world, principally in the world of the student himself.

"Student concern centers essentially on two areas: concern for regulations affecting our personal lives and for matters of course content, and curriculum."

The following statements were made at the State Superintendent's annual fall conference in Madison, Wisconsin. John Chadwell, Assistant to the Director of Personnel Relations, Owens-Illinois Corporation, said, "It is imperative that there be curriculum changes, teacher attitude changes toward the expectations of their pupils, drastic changes in teacher training programs, upgrading of black schools, and an exploration of every avenue to achieve a United Community approach to the solution of the urban problems."

Recently, Dr. Ernest O. Melby said, "Rather slowly but surely, even we educators have been forced to reach the conclusion that our present educational system is a stark failure with the poor, with the inner city, and with the black people and other minority groups. An even darker cloud is on the horizon, and that is the growing realization that in a large measure the whole system is obsolete."

What curriculum innovations should we make? How do we meet the needs of this generation? What should the content of the new curriculum be? Where do we go from here?

CURRICULUM INNOVATION

Dwight Teel
Deputy Superintendent
Milwaukee Public Schools

My presentation is from the viewpoint of one who works in a public school system, more particularly a large urban school system. Many of the educationally disadvantaged pupils about whom I will be speaking will never be in college, of course, but some of them will and more could be. But while I will be speaking from the perspective of a school system, the principles are the same, it seems to me, as those which apply at the college level.

Curriculum innovation geared to increasing the potential of the educationally disadvantaged should be derived from the best possible identification of needs. With respect to the needs of the disadvantaged as a population group, a list could range widely from adequate housing to better health facilities to freedom from segregation. The list would be extensive. Not the least among such a list would be better communication skills, an improved self-image, and increased motivation.

We know that, as a population group, deprived children enter school without adequate facility in standard English, without knowing rudimentary time and quantity symbols, and without basic skills and knowledges that the prevailing dominant culture values. At the moment a deprived child enters school, he is already "behind" others his age. If he is to catch up, the child must achieve at a faster than normal rate, but his subculture has not prepared him to do so, and, in fact, has left him unable to progress at even a normal rate of expectancy. As the student grows older, this discrepancy between his achievement and the achievement of those coming from the prevailing dominant culture grows even greater.

The result, generally speaking, is that the disadvantaged child acquires a feeling that the curriculum is operating against him. Although such a student seems unable to verbalize his feelings to school personnel, he makes them known through negative reactions to the curriculum. He seems unable to be motivated by those things which don't relate to his immediate needs. It is not surprising that the child becomes apathetic or rebellious.

What I have just said is well known to those who work with the educationally disadvantaged. It characterizes the population group. Unfortunately, it is on such group characteristics that many curriculum innovations are planned. If curriculum innovations are to meet the challenge, the identification of needs must be much more particularized and comprehensive--particularly in terms of specific students and specific needs, comprehensive in terms of the total person and the interdependent aspects of his learning and development.

One school system has attempted to do a better job of identifying needs through combining results of city-wide test data and utilizing a locally developed personal characteristics inventory.

The Personal Characteristics Inventory, developed by our staff, contains six major categories which, in turn, contain 13 subcategories. Each subcategory has a number of specific behaviors or difficulties enumerated. The categories range from learning skills through motivation, experiential background, social skills, physical health, vocational direction, and school attendance.

The Personal Characteristics Inventory was used as an instrument in making a student needs survey in which teachers ranked the three greatest needs of individual students. The survey was accomplished by means of data processing cards on which a list of needs was given. Teachers selected only the three greatest needs at this point. The survey results were compiled and analyzed school by school, age level by age level.

The results of the survey were useful at both the school system level and at the individual school level. Let me share with you some findings which became quite significant for program planning:

1. In grades K-8, there are over 3,000 students whose greatest need is reading improvement. Well over 2,000 need the most improvement in oral expression. It is estimated that more than 1,000 students need improvement in self-concept, work and study habits, motivation to achieve, or emotional stability.

2. In grades 7-9, reading improvement is again the greatest need. There appear to be some 2,000 students who need help in this area. Over 1,000 students need improvement in self-concept, motivation to achieve, attendance, and oral expression. Work and study habits continue to be major areas for improvement.

3. In the high schools (grades 9-12), attendance is the most pressing need of over 2,000 students. Over 2,000 still have reading improvement as the most basic need at this level also. Other areas which figure high in terms of improvement needed are work and study habits, oral expression, self-concept, and motivation to achieve.

By charting the results of the survey, the extent of certain needs and the age levels at which new needs are manifested becomes easily interpreted.

At the school system level, the survey findings were quite helpful, particularly in setting priorities for utilizing the resources of available money and for deploying personnel. There is a shortage of both money and qualified staff, and priorities must be decided upon in both areas. A careful analysis of identified needs is helpful in determining systemwide priorities.

At the individual level, the survey results are helpful as a beginning, but individual school planning has to deal with detailed needs of individual pupils. Each school is called upon to tailor its program to the identified needs of its pupils, to call upon diagnostic and special treatment services as needed, and to monitor the progress of individual pupils. Each school, of course, participates in setting systemwide priorities and in school system assessment efforts. A major concern at the individual school level, however, is to know the individual and to program for him within available resources to serve all his needs and to monitor his progress and replan as necessary.

To conclude this section of my presentation, the use of test data and the Personal Characteristics Inventory provides one valuable source of information for determining needs as a basis for curriculum planning.

It seems important that colleges know what is being done at the precollegiate level if they are to do most meaningful planning. We, school system and college personnel, should explore ways in which colleges can tie-in to data available in school systems and information as to what has been done for students through the twelfth grade.

Having emphasized the importance of identifying needs as a basis for program planning and having suggested--although somewhat superficially--something of a means of identifying needs, let me turn to some of the bases for curriculum planning as I see them.

There is another valuable source of data useful in program planning--feedback and suggestions from students themselves. We are just beginning to learn how to utilize this means at the high school level. University students, I am sure, can offer many meaningful suggestions. In fact, I know of one university project in which many of the provisions are those suggested by students who had previously dropped out of the program.

Work with parents seems vitally important as one facet of any program. In fact, we might accomplish the most if we could work with parents from the time their children are infants. A program in Peru, South America, for example, was built upon educational work done with Indian mothers of infants, getting the mothers to provide verbal stimulation to the infants. The results in the development of the children bear study by educators and community planners. Parent involvement in programs for school-age pupils appears equally necessary if optimal results are to be achieved. In teacher education programs, parents can make a significant contribution. At the college level, one program about which I know will require that the students live on campus during the first year. A basic concern is to get the students out of their homes for a period of time to enable the university to attempt to develop some behavioral changes. What does this say about the need for the universities to be concerned about the home and neighborhood environment of college students?

Moving to another point, having the right teachers to work with the disadvantaged is really a key matter--teachers who understand the student and his characteristics; teachers who are expert in curriculum adaptation and approaches; teachers who relate well to people. Reference has been made to the cognitive deficiency of the disadvantaged; we could also refer to the cognitive style of the disadvantaged as we consider the need for selecting teachers for the job they are to do.

Since it is virtually impossible to achieve results fast enough in improving the quality of teaching on an institutionwide basis in order to have any guarantee of success with the disadvantaged on the part of many teachers, and since it is so difficult, if indeed possible at all, to adjust schedules and regulations on an institutionwide basis, one of the promising approaches for learning better how to work with the disadvantaged seems to be the development of the satellite school. If, for example, a group of students is removed from the "establishment" and placed in a school separated from the regular school, several conditions can obtain which promise better chances for success.

1. The teaching staff can be selected and can work relatively independently of the regular program. They work together, plan together, decide on changes needed, team as they decide, etc. They can utilize areas of student ability and success and build students up in other areas before placing them in regular courses. The quality of teaching is assured, wherein it cannot be if total school or school system faculties are involved.

2. Schedules and programs can be freed from institutional patterns. There is better opportunity for treating total people. Multifaceted programs can be worked out as needed to deal with the multiple needs of students. Sometimes a program fails, not because it isn't good as far as it goes, but because of the absence of needed complementary aspects of the program to give a wholeness of program which would treat all the crucial needs of the learner. Progress by the learner in some aspects of his development often depend on the status or progress in other dimensions of his total being.

3. Individual student follow-up, guidance, and programming are facilitated.

4. Community agencies can be involved more adequately because the satellite school is less complex--the relationship and involvement can be managed. Such school-community joint efforts as work-experience for the students can be handled more intensively.

Such a satellite school approximates in certain ways the small private school. On a larger scale, the concept leads to a subsystem arrangement. But the long-range pay-off, and this is a real justification for a satellite or subsystem approach, is that what is learned and demonstrated can be fed back into the whole institution to raise the level of effectiveness of the total institution.

In one school system, this approach is being used in some programs already and is being proposed in another. It is recommended at the collegiate level by at least one university professor, in whom I have much confidence, because the professor sees no way of improving the quality of teaching as it needs to be on an institutionwide basis by attacking the matter directly on a broad front.

Another approach is the summer program where regular academic year circumstances do not limit opportunities. Here, if integration of lower class with middle or upper class is a need or if racial integration is a need, students can be brought together for an integrated environment. Among other things, it should help prepare them for the social living and class work that face them during the regular year, and, for high school students, when they get into college. Summer programs will offer one of our easier opportunities to move ahead on a broken front.

In summary, I have spoken to the following concerns with respect to curriculum innovations:

1. Making a determination of needs in more depth than on the basis of group characteristics. Precision of diagnosis and prescription teaching are required to educate the disadvantaged.

2. Having colleges recognize what is done at precollege level and tieing-in to what is done with and known about pupils in the school system through the twelfth grade.

3. Having programs which serve total persons and closely monitoring the person's development as he is involved in the programs.

4. Recognizing the vital role of parents and the out-of-school environment of students.

5. Giving needed attention to teacher selection, teacher education, and institutional structure. Sometimes this means the establishment of a subunit such as the satellite school which is manageable in terms of the teaching effectiveness and institutional structure. It can provide one means, through feeding its results back into the institution, of raising the effectiveness of the whole institution.

CURRICULUM INNOVATION

James R. Bowditch
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Usually the challenge posed by the admission of "disadvantaged" students to liberal arts colleges is defined this way: "How can we prepare them to survive the system until they graduate? What kind of special programs, special courses, or special treatment should we provide?" This is a practical objective--graduation--and special programs of some kind seem called for, since as we all know only a small percentage of those admitted in the past have survived.

Yet I submit that this objective and this response are not only very limited but ultimately self-defeating. As long as we see these students and their "problem" as special and their graduation as our primary goal, we leave unchallenged the very institutional attitudes and practices which have for so long contributed to these students' failure. I take very seriously the idea that many so-called drop-outs are in fact push-outs.

I also take seriously the idea that graduation is not synonymous with a liberal education. Education is not just training for a profession; it is not a possession, a thing one gets and keeps, but a process which by its very nature does not or ought not, end. An education trains a man to respect and exercise his mind, and to respect the exercise of other minds; it encourages a creative awareness of his own and other cultures, past and present. It liberates, for a man cut off by ignorance from the best and worst that man has thought and done, is trapped.

So the real challenge is not to get the "disadvantaged" student a B.A., negotiable and suitable for framing, but to allow him to get an education, to free him.

However, many of these and other students are trapped, not liberated, by much of the curricular structure--by the courses and by the academic mind set they encounter in college. Since it is hard to function well in a trap, many don't; they either fail or do what an intelligent person would do, run.

One trap is the system itself, a system which essentially requires the student to do all or most of the adjusting. He must adjust to a set speed--he is given four years to graduate, two years to choose a major; he has one day to read a chapter, three days to write a paper, one hour to finish the examination. He must adjust to a fixed schedule--so many courses a given semester; read a prescribed list of books, write a set number of papers, and take the same examinations on the same days as everyone in the class. He must schedule his academic problems to coincide with his professor's office hours. He must continue to allow himself to be labeled into one of five categories--A, B, C, D, F--categories which few of his professors can honestly define or defend. He must adjust to the idea that all too often examinations are designed to label him rather than teach him.

In my gloomier moments I get the haunting feeling that we are programming robots instead of educating persons.

The second trap is the irrelevance and imbalance of much of the curriculum. Recent student protests, the rise of "free universities" on campuses across the country, and increased faculty interest in innovation indicate a widespread dissatisfaction with much of the current curriculum. The dissatisfaction is intensified in the "disadvantaged" student. He, more easily than his white middle class counterpart, is turned off and pushed out by courses which have little connection with what he is and what he knows, for he often does not have the same faith (thank heaven!) in the infallibility of the curriculum designer who, like God "in his wisdom created the fly, and then forgot to tell us why." The student is far more likely to encounter, in the class room, Jonathan Swift than Dick Gregory, Athens than Spanish Harlem, the Protestant Reformation than the electronic revolution. He may well be required to study the U.S. Senate or the cultures of affluence; he rarely gets a chance to study the tribal council or the cultures of poverty. He will concentrate on things which have happened in the past rather than on things happening.

I am not surprised to discover that many of these students feel that when they enter the college's ivy covered (or snow clogged) gate, they must leave their "bag" outside and with it a good part of themselves. They look in the academic mirror and see very little or nothing of themselves reflected there.

The third trap is perhaps the subtlest and most deeply entrenched of all--the mind set which establishes narrow and at times narrowly complacent limits on what is academically respectable and what is not. If I may be allowed the license to exaggerate a bit, let me set the trap. The college curriculum is respectable if it meets the standard Lt. Scheisskopf in Heller's *Catch-22* used to evaluate his parades; if a sufficient number of marchers faint and fall out, the enterprise is a success. A course is respectable if it has been in the catalog long enough or if it allows the professor to draw on the research he did for his Ph.D. thesis, and if the amount of work required is sufficiently massive to insure no time for the student to think. Remedial courses (that is, courses no one wants to teach) are clearly not respectable; if they must be tolerated at all, they must obviously be noncredit. Courses in what is happening now or in the cultures of the "deprived" (like Africans or the American Indians) are suspect and are to be admitted to the curriculum only if there is room. A student is respectable academically if he is good at cramming, is proficient at test taking, and can respond, like Pavlov's dog, on command.

The liberation of these students from these traps is both simple and difficult, for it amounts to humanizing the system by reminding ourselves that the system is there for the student, not the student for the system. An inability or reluctance to conform to the established pattern does not automatically indicate intellectual incompetence.

If we can demechanize our curricular structures so that they are flexible enough to allow for individual differences in speed, temperament, interests, and background without feeling that this is necessary only for "special" students and without feeling that in the process we must necessarily compromise academic standards, then perhaps we can be more successful liberators.

CURRICULUM INNOVATION

Russell C. Mosely
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As important as individualized instruction, creative staff deployment, modular scheduling, use of new technical media, etc. are to innovative practices, this presentation will not treat primarily with them. After all these are *means* rather than *beginnings* and *ends*; both the promptings and what the program helps students accomplish are of greater consequence than what the program possesses.

First I would like to identify several growing convictions which seem to be coming into their own as new programs grow in depth:

1. Human abilities may have their own best time; if that time is missed, much, but not all, is lost. This reemphasizes the value of the developmental as contrasted with the remedial approach.

2. Attempts to identify talent, to predict success, and to assess intelligence have been too narrow in both concept and practice. Witness the school failure who achieves "success" after leaving a formal program, or consider the absurd phenomenon of the over-achiever.

3. The school may be preventing significant change in children because society may be deliberately or inadvertently requiring such intervention.

4. There is a danger in naively assuming that in the school alone lies the answer to every social issue or threat.

5. While the educational system cannot, per se, assure us of wise men and women, it can enhance each child's understanding of his experiences, of self, and prompt him to reflect upon all of this in such a way as to make him wiser than he would otherwise be. Thus, the primary object of liberalizing education for all may not be to make each young person, for example, into a scientist, or a technician, or a minister, but rather it is to help him encounter and reflect upon what everyone ought to know about science, engineering, or theology.

6. The idea-centered, interdisciplinary, inquiry approach to teaching and learning holds great promise for the so-called reluctant learner, as well as the gifted. It is well to ponder the New England maxim, "He who cuts his own wood is warmed twice."

7. The right-answer, single-text, and pass-failure syndrome must be both relentlessly and objectively challenged.

8. Current knowledge and successful practice point to some principles of learning which merit concerted application and continuing evaluation. Among these are such positions as:

   a. Learning is governed by the readiness of the learner.

   b. Intent to learn is necessary for effective learning.

   c. A person believes according to how he perceives a situation.

   d. Learning goals must be clearly in mind and accepted by the learner if adequate learning is to take place.

   e. Learning is retained and grows in usefulness if early application to new situations is encouraged; this is particularly true in problematic situations where alternative solutions are identified, a choice is made, and consequences are felt.

   f. Learning varies with the individual; it is highly personalized.

As an example of the compelling nature of these considerations, allow me to enlarge upon just one, "a person believes according to how he perceives." To acquire a better sense of a student's behavior, the teacher must perceive the learner's sensing of the world about him. For example, the strength of the individual depends upon the strength of the ego ideal relationships with others, especially parents. Adult or parental teachings of a middle class home are much different from those taught in a culturally deprived home.

The following show how the attitudes of those coming from different backgrounds may differ:

Teacher with Middle Class Parent	*Pupil with Lower Class Parent*
1. Connections are important.	1. It's just luck.
2. Be competitive; work hard.	2. No use; don't try.
3. There is no easy way.	3. It's a racket.
4. Take a chance.	4. Don't try; you'll get stuck.
5. Do something challenging.	5. Work just to get by.
6. Have a purpose.	6. There are no aims or goals to achieve or to strive for.

A positive superego is more easily developed in the environment of a middle class family. When love is present, the middle class child is disciplined for the wrong he has done. The child learns inner control; he gains a knowledge of guilt; and he develops a rational authority. This leads to confidence and to a strong self-identification. The disciplining of the middle class child is psychologically subtle with tangible rewards. An interpersonal relationship is present in this kind of environment.

In a lower class family, there may be lack of concern for the child. The child is disciplined by external control. This leads to irrational authority. Violence in handling, as well as the lack of attention, produce a low value of one's self. Language is restricted. The people of the lower class are disorganized, are impulse ridden, and they live most of their lives in an environment of failure. This produces a negative superego.

With the differences in these backgrounds in mind, the teacher is better equipped to handle the individual's needs. This is a conviction that has characterized our successful classroom practices relative to the culturally diverse.*

In summary at this point, I would like to suggest that in some small way or in some relatively major thrust, successful new programs for both those with and without so-called cultural disadvantage seem to be marked by a concern for what I would like to term the maturing individual. They are coming through to me with the following declaration:

THE INDIVIDUAL AND SELF

When the question of self-concept arises, substantial agreement seems to point toward the development of a mature individual who is moving toward coming to terms with himself. He has been encouraged to ask himself, "Who am I?" He has been assisted in looking both at his talents and his weaknesses. When his potentialities have been identified, they shape up as what he is--not as what he would prefer himself to be. Thus, realistic aspirations are established to spur his continuing growth. But this is never entirely related to self. Self-acceptance is vital to one's relationships with others. Only through positive self-concepts can one react positively to others--can one see integrity and worth in others. In fact, it may be one of the surest routes away from prejudice because it provides the necessary perspective to deal with differences in interests, beliefs, norms, and customs.

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*This illustration was taken from *Handbook on Teaching the Culturally Disadvantaged*, by the Education 313W Workshop, Wisconsin State University - Eau Claire, June, 1968.

The effective individual needs a consistent value system. However, consistent must not be thought of as synonomous with inflexible. Rather, the mature person constantly attempts to analyze and respect the values of others in order to reflect upon his own position, modifying it when reflection upon the convictions of others and review of one's philosophical foundations prompt such action. He also has the courage of these convictions and holds his personal integrity as most dear, fully realizing the significance of his values as a unifying force in a purposeful life. Thus, the essential habit of continual reevaluation of those things cherished becomes operative. In other words, the maturing individual grows in his appreciation that there is value in valuing.

The maturing individual has also come to realize that self-fulfillment should be a continuous, never-ending goal. Such a conviction contributes to his sense of personal worth and security as he meets adversity and renewed effort is demanded.

THE INDIVIDUAL AND OTHERS

The sensitive individual is imbued with the conviction that there is inherent dignity in all individuals. He possesses a capacity for empathy and, thus, respects the needs and potentialities of others. Thus, he is able to work cooperatively with others but is not demoralized if support is not always forthcoming. In the final analysis he is unswerving in his defense of the rights of others to think creatively and act independently for the common good.

This concerned individual readily admits his responsibility for the welfare of others and he acts as prompted by this sense of involvement. He is sensitive to the social consequences of his and others' actions and failures to act. Life is fullest for him when he works with others to improve the "good life" for all.

THE INDIVIDUAL AND CHANGE

The complete individual is challenged rather than discouraged by the doubts and tension of a rapidly changing world. He is convinced that adaptability and creativity both may be and must be, cultivated in all. While he realizes that change is necessary and inevitable, he also is most willing to assume his share of the responsibility for shaping changes.

The inquiring individual has a deep compulsion to explore and to broaden his perspectives. He strives to determine why things are what they are and why people behave as they do. He is particularly sensitive to all aspects of life about him--its problems and defects as well as aesthetic and spiritual qualities. He is completely dedicated to perfecting his ability to deal with ideas regardless of their apparent revolutionary or subversive nature.

The thinking individual faces problems systematically; he can identify, define, and clarify problematic situations. He isolates significant factors, develops hypotheses, searches out and organizes pertinent evidence, and weighs it carefully before reaching a tentative conclusion. He is never satisfied with the trite or the obvious, rather he seeks new interpretations while taking into account the role of assumptions, feelings, and values in problem solving. Truth is regarded as tentative and experimental rather than absolute. But despite his full realization as to the wisdom of suspended judgment, he is willing to act upon the best solution, then apparent, and accept the consequences.

The *maturing individual* in the final analysis actively seeks a productive, meaningful place in society. This means that he uses his talents not only to lead a full personal life but also to help in the identification of the "good life" for all.

It would seem to me that these are most worthy considerations for continuing behavioral changes in curriculum planners, teachers and parents, as well as in our youthful charges.

Now let me cite some of the successes and some of the promising proposals in dealing with the disadvantaged. I believe these examples will tend to support in some degree what many of you will term my lofty convictions. First, I would like to quote from *Two Years of Title I*, Wisconsin Department of Public Instruction, 1968.

1. Extended reading services and individualized instruction:
    a. "Reading Mothers" for four-year-olds.
    b. Older underachievers tutored younger children both to help younger child and improve self-concept of older.
2. Restructuring program to correspond to need felt by students:
    a. Rented downtown office space for work-study programs for potential dropouts.
    b. Revised English offerings to assure relevancy for terminal high school students.
    c. Paired one-to-one junior high students resigned to failure and branded incorrigible with concerned college students.
    d. Extended social studies to identify local problems, gather data, analyze situation, organize ideas, determine alternatives, and test proposed solutions.
    e. Committed parents of disadvantaged to parallel learning experiences while encouraging them to voice opinions as to needs.

f. Transposed students from passive to active participation by allowing personal choice and depth studies in a "living" biology program.

Other proposals and programs which have elicited both interest and exception have been: (1) experiments with token reinforcement in remedial classrooms; (2) behavior theory models for follow-through programs; (3) carefully structured introduction of movement on the part of young learner from concrete to abstract as prompted by Piaget psychology. In conclusion, I would like to mention some more or less "massive" proposals for creative work with the alienated learner:

1. The Senesh Washington, D.C., Project which purports to "orchestrate" political science, sociology, economics, and anthropology in a K-12 organic approach which emphasizes the analytical.

2. A comprehensive effort on the part of education-industry-business-community, to involve the alienated secondary student in a program which integrates a paid work-study program characterized by elective subjects, educationally significant work, and depth guidance in a nontraditional classroom setting.

3. A proposed organic secondary school curriculum which includes personal development and social awareness along with attainments needed for entry into a variety of post-high school activities. It is to be self-paced with possibilities of success without sacrificing relatively rigorous levels and content, and it is to feature a conscious blending of the so-called academic and vocational thrusts. It is learner-oriented rather than process or subject-centered.

4. The Community Apprentice Program at Howard University took high school dropouts living in the most economically disadvantaged conditions and created possible jobs for them in research, child care, and recreation. Carefully structured learning tasks were devised appropriate to job needs. Tolerably deviant behavior, policy-making involvement, curriculum relevancy, immediate delayed gratification scale, and career implications were features of the program. (Success has been astounding.)

5. The "Commitment" series was established by the Department of Public Instruction to involve a "mix" of representative professionals and laymen in the consideration of the treatment of minorities in courses of study, locally developed materials, and published instructional materials, as well as--the concomitant--exclusion from the curriculum. In addition, styles of teaching and counseling which may aid or hamper wholesome child growth are primary concerns of this ongoing series of workshops.

CURRICULUM INNOVATION

Wilson B. Thiede
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The Problem of Goals

The Kerner report states, "This divergence of goals (between the dominant class and ghetto youth) makes schools irrelevant for the youth of the slum. It removes knowledge as a tool for groups who are deviant to the ethics of the dominant society. It tends to destroy the sense of self-worth of minority background children. It breeds apathy, powerlessness, and low self-esteem. The majority of ghetto youth would prefer to forego the acquisition of knowledge if it is at that cost. One cannot understand the alienation of modern ghetto youth except in the context of this conflict of goals."

This fact creates most difficult problems for the teacher trying to develop meaningful curricula and appropriate learning experiences for the disadvantaged. The great majority of American youth are middle class, since ours is essentially a middle class society, and for this group our schools have been effective; but middle class teachers, with middle class goals and middle class learning experiences, cannot reach the disadvantaged child or adult.

The Problem of Relevance

Students in the universities, colleges, and high schools are asking us today, "Where are courses in Race Relations, Family Relations, Drug Abuse, Sex Education, International Morality and other areas which deal with problems which confront us and the rest of society?" The schools in general have been satisfied to leave instruction in these areas to home, church, or experience, primarily because society preferred them to avoid "controversial" topics, and students were not pressing this demand because they were accustomed to having to defer gratification of their current needs.

The Problem of Knowledge

To deal with meaningful goals and the problem of relevance requires two kinds of knowledge:

First, it is necessary to understand these individuals--their interests and experiences--in short, what kinds of persons they are. If understanding individual differences ever had significance for schools, it is with these persons. When the middle class teacher looks at the middle class child, he can and does make assumptions--assumptions about all kinds of things from what the child had for breakfast to what he does for play. Most of the time the assumptions will not be too divergent from the facts. But when he looks at the disadvantaged child, almost all assumptions based on middle class experience will be wrong.

The second kind of knowledge relates to our ability to present solutions to society's ills. Unfortunately, we do not know as much as we should. If a new brown spot hits the potato crop, you can bet that within weeks it will be under study with some solution likely in months or a few years. The human person is somewhat more complex than the potato but in addition we have not in the past been, and are still not now, putting the resources necessary into studying and solving human problems.

But there is one other aspect of knowledge that relates to the timidity of the educational institution. Only very recently, spurred unfortunately by demands from students and occasionally by parents, have the schools begun to focus what we do know on the tough, trouble-laden problems of the society.

This brief summary has not dealt, except by inference, with possible solutions to the problem. Perhaps the discussion can focus on these.

CURRICULUM INNOVATION

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Curricular innovations develop more freely, and are tailored more precisely to the needs being served, when several underlying conditions exist. There are three of particular significance.

1. Essential to really serving the culturally diverse is a commitment of the entire institution. This means especially the top administration--chancellors, presidents, directors, and their boards. Without such a favorable climate, so developed, the dedicated few now working so valiantly in this field will remain small enclaves in a much larger unknowing, unthinking, and uncaring educational community. That the importance of this task may receive wider acceptance, every device must be used to make it more prestigious. To this end, the wholehearted and aggressive support of top administration is essential.

   Enlightened educational leadership and political leadership is already resulting in increasing amounts of money dedicated to the purpose of increasing human potential through educational change. Such commitment of money provides a prestigious quality of its own.

2. A second innovation might be the active encouragement of educational change through consciously charging a high level administrator with the task of fostering such change, encouraging such change, and aiding the process of such change. This is essential, if the normal institutional roadblocks to change are to be breached. The stabilizing, but inhibitory, bonds of normal bureaucracy must be broken if we are to fully foster the freedom to innovate. Such unfettering will be but halting and sporadic unless the encouragement of change is planned and pushed to overcome the static resistance of meager minds and time-entrenched procedures.

3. A third innovation, if I may call so simple an idea an "innovation," is the need to harness the multiple resources for research to our massive need to know:

   -- how adults best learn; how the culturally diverse can best learn.

   -- how best to ennoble individuals through the processes of education.

-- how best to meet varying individual's needs for learning.

-- how best to separate that which is truly relevant to today and tomorrow from that which is perhaps merely "nice to know."

-- how to measure some of those intangible qualities of the human spirit whose development is at once one of the finest fruits of true education - yet one of the hardest to quantify.

Just as research on cancer yielded but bits and pieces until a more coordinated plan was produced, so might a Coordinating Committee on Educational Research mount a more effective use of the research monies available and of the magnificent multiple resources of our fine universities. Then might our knowledge learned become more commensurate with our need to know.

SUMMARY

The deliberate development of all the paraphernalia of prestige, the active encouragement of appropriate educational change, and the coordinated development of research and its planned usage will create that climate, that educational ecology, in which will flourish those educational changes which will best increase the unique human potential of each of us.

In such a climate, innovations will flow naturally, evolving from the needs of those we serve and our own amalgam of the resources, the equipment, and the technology we make available to meet these human needs.

ADDENDUM

Following is a simple cataloguing of some "curriculum innovations" to serve some of the needs of vocational-technical-adult education. Most are not truly new; rather, the "innovation" is likely to derive from the extent and intensity of their usage.

1. "Open-lab" type learning facilities

   -- to make completely flexible time scheduling possible.

   -- to make individualized instruction possible.

2. Reading workshops with a wide variety of programmed materials (both hardware and software) for individualized instruction.

3. Language workshops similarly equipped, staffed by a professional and a technician, and designed to be supplemented by paraprofessionals.

4. Extensive planned use of community resources for direct learning experiences.

5. Deliberate use of visual communication methods and devices to the maximum extent possible.

6. Active involvement of the learner himself as an aid to determining his goals and how best to achieve them.

7. Constant availability of someone to turn to for help--counselors, teachers, paraprofessionals, and aides.

8. Use of tests primarily for learning reenforcement.

9. Location of learning centers as close to the individuals or groups being served as possible.

10. Facilities planned for high degree of informality and minimum "institutionalization."

11. Deliberate bypassing of normal preentry hurdles.

12. Granting credit on basis of achievement, rather than minimum achievement plus "time served."

13. Provision for retroactive credit.

14. Allocation of a much larger share of the educational dollar for outreach, finding and recruiting, personal counseling, instant follow-up on absence or illness, placement, and follow-up after placement.

15. Provision of a wide range of financial aids.

16. Provision for a "showcase" for the cultural differences in order to enhance them.

CURRICULUM INNOVATION

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University of Wisconsin, Madison Campus

The first thing that should be emphasized is that curriculum innovation must go hand in hand with curriculum motivation. The main purpose of this is that, if one is attempting to communicate with the lower class or educationally deprived, he must first be able to talk like or understand the person. In other words, the communicator must have something in common with the subject because, somewhere along the line, some important factor will be missed. This factor of great importance might be overlooked because the communicator is unaware of the values of this subject. As a middle class white attempting to relate to an Indian, this misunderstanding is more than possible.

This is where the white community has failed to communicate effectively with the minority community. Sure, blacks, Indians, Puerto Ricans, and other minority groups are familiar with white values. How can we help but be familiar; we see them on the TV screen, in the newspapers and magazines, and even on billboards. However, the recent emergence of racial pride has developed due to the painful process of equal integration into white America's social stream. No longer are minority groups going to stand at the doorstep as humble servants accepting handouts while waiting to be accepted into the social scene. The time of pleading has passed for minority groups; therefore, white society must now be willing to accept the fact that minority groups do have values and it must begin to recognize these values.

If you, as white America, are unwilling to acknowledge this fact, then there would be very little reason to think about changes in curriculum for the educationally deprived. The educationally deprived will be comprised more or less of minority groups. In order for these changes to be effective, they must involve the minority groups in some way. This will mean placing blacks and Indians into the relevant and proper roles they played in shaping this country. Even beyond this, changes mean showing the educationally deprived how an education can reinforce any of their ideologies--whether these ideologies be planting trees, playing billiards, partying, or robbing a bank. The important part of making curriculum innovation effective is motivation, and there are no rules as to how one can motivate a student.

Remember, in this policy change, you are not out to appease white America or interject your own feelings; instead, you are trying to relate to and motivate the educationally deprived. If you remember this one quality, you will be more than half way to your goal.

CURRICULUM INNOVATION

Robert G. Trauba
Dean, School of Education
Wisconsin State University - Superior

The preparation of teachers to meet the needs of disadvantaged children and youth requires several radical departures from the traditional teacher education curriculum now in vogue. Such a program should be based on developing areas of understanding and competency in the special problems of the disadvantaged child rather than the artificial concept of fixed courses and knowledge typical of present curricula in teacher education.

A program of this nature needs to be preceded by a recruitment and screening process to select candidates with certain characteristics that would seem to indicate success in this area of preparation. Typical traits for such trainees would include the following:

1. High interest in children.
2. High interest in problems of the disadvantaged.
3. Warm, outgoing personality.
4. Good emotional control.
5. Experience in working with children.
6. Adaptivity and accommodativeness.

Classroom experiences need to be complemented by field experiences in disadvantaged environments. Such a program, with varied contacts with children, should include both school situations and out-of-school situations. These programs should start early in the program, probably at the freshman level, and develop in depth and intensity through the student teaching experience. These experiences should provide continuous and successful contacts with disadvantaged children and in disadvantaged environments. The culmination of such experience should be at least one full semester of student teaching in the disadvantaged school situation; "internship" student teaching experience needs to be provided in areas with high concentrations of disadvantagement. (It may be necessary for students from Superior, Eau Claire, Stevens Point, etc. to work in places like Chicago, Watts, Detroit, Milwaukee, etc.) Out-of-classroom experiences should include work with the various community agencies dealing with problems of disadvantaged children--agencies such as public health, law enforcement, social work, adult education, etc.

Curriculum areas to be emphasized include interdisciplinary work in sociology, psychology, work with community agencies, etc. in order to have complete exposure to people with background and experience vital to such work. Interdisciplinary seminars and courses should include a strong background in sociology of poverty and minority groups, psychology of learning and learning theory, learning problems of disadvantaged children, language development and usage, linguistic analysis, and the teaching of reading.

There is a strong need for special work for administrators as well as teachers in dealing with programs for the disadvantaged. This should include knowledge of special learning problems of disadvantaged children, knowledge of the sociology of poverty, and knowledge and experience in community work and relationships with the disadvantaged.

SUMMARY OF WORKSHOP #1--CURRICULUM INNOVATION

William E. White
Associate Director, Academic Planning
Coordinating Council for Higher Education

Donald E. Bressler
MDTA Supervisor
VTA District #17, Rice Lake

The following statements represent principles or summaries advanced within the workshop:

1. Programs must be people (student) oriented.
    a. The knowledge to be learned must be related to what the students need to know.
    b. Good teaching is good teaching no matter where it occurs and a program that is responsive to student needs need not be "special."
    c. Understanding and not a certain amount of educational exposure is the basic objective of any educational experience.
2. An institutional commitment to change is crucial to the success of innovation.
    a. Change to educators is a "God-awful threat."
    b. While the hiring of a director for special projects or special assistant for the disadvantaged may be important, a firm institutional commitment from the board, president, chancellor, dean, faculty, and students is crucial to the success of such new programs.
3. Divergent goals between middle class and ghetto or rural poverty youth make education irrelevant.
4. Rigid, conservative, departmental organization of knowledge is not relevant to today's problems.
5. Innovation must focus on changes in the system (curriculum and faculty) rather than on getting the student ready.
    a. Most so-called "dropouts" are in fact "pushouts."

   b. Institutional attitude about students and their "problems" contribute to the students' "failures."

   c. Challenge is not to get a "disadvantaged" student a negotiable degree suitable for framing, but an education.

   d. Students are trapped, not freed, by the academic mind set they encounter in which the student, not the system, is always required to adjust.

   e. Innovation in education will be of assistance to all groups to be educated regardless of their background classification.

6. Priorities for programs in higher education must be established.

   a. Higher education may already be too late in meeting needs but we have no choice but to attempt some recovery of lost ground at this level.

   b. A total and massive educational effort from parents, to preschool through elementary and secondary, to post-high school education is required.

   c. The entire higher educational system needs humanizing.

The workshop passed the following resolution:

Be it resolved and recommended to the Wisconsin Coordinating Council for Higher Education:

   a. That at every level students have a meaningful decision-making voice on all facets of the educational process.

   b. That students be encouraged, involved and given the financial assistance to carry out programs.

Workshop No. 2

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

Panelist Presentations

John B. Ellery
Dorothy W. Davids
Gerald M. Cross
Helene B. Aqua
MacArthur Walton
Deborah M. McCormick

Report of Evaluators

Ruth B. Doyle
Warner E. Mills, Jr.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

John B. Ellery
Assistant to President
Wisconsin State University - Stevens Point

I am a product of our military system and, while I am quite aware that there are those who would demand an apology for what they regard as a misspent youth, I must confess that I take great pride in my military career. One of the reasons for this pride, it seems to me, has direct bearing on the subject of this conference.

The longer I study the problems of disadvantaged youth in the community, the more I appreciate and respect the achievement of the military services. I am not aware of any group, organization, industry, or other body, in or out of government, that has dealt with the problem on a larger scale or with greater success. Believe me, I am thoroughly familiar with all of the charges and specifications surrounding "the Officer Caste," "Navy Juniors," and all the military paraphernalia cited as proof that "rank has its privilege." And, as one who has close personal knowledge of dungarees and grease traps as well as dress whites and navigation, I know something that the critics often choose to forget--rank has its responsibility. Moreover, I am singularly unimpressed by the few serious charges, as contrasted with the universal service practice of griping. As a member of the Retired Officers Association, and various veterans organizations, I have the distinct impression that the 26,000,000 ex-G.I.s in the United States, with a few four-star exceptions, have but one common argument with the service. I have the same argument--the other guy got promoted and I didn't. But I digress. The point of the exercise is this: Every ship's company, Naval Air Station, Army post, or similar unit, is a community in which a substantial number of individuals of various races, creeds, colors and social and educational backgrounds live and work together with few interpersonal conflicts arising from these differences.

The relationship among men in a submarine will illustrate what I mean. Living together in confined spaces, under the same conditions, using the same mess facilities, and the same toilet facilities, they endure intense and prolonged strain with amazing tolerance for irritating personal characteristics and mannerisms. A dramatic example of this is the USS Thresher, SSN-593, in which men like Fred Abrams, Roscoe Cleveland Pennington (a Negro from Forth Worth, Texas), Napoleon Tomas Garcia (Philippine Islands), and George Bracey (a Negro from Mississippi) lived and died together--and are mourned together. Surely we can learn something of value from such a community.

First, let us see if we can identify significant individual elements. What can we conclude about the man himself? It seems to me that:

1. He realizes that the welfare of the individual is essential to the welfare of the group.

2. He recognizes that a common need demands a common concern.

3. He learns that such a community is capable of producing common men of uncommon accomplishments.

Second, let us see if we can coordinate the role of the individual, the community, and the educator, in a common attack on the problem. The answer is obvious--double envelopment. Double envelopment is a maneuver executed by three tactical groups--a force which attacks the position frontly, and two enveloping attack forces which move around the flanks.

The target area is the gap between what people are, and what they would like to be; between what they have of the educational product and what they would like to have. These are, in short, "needs." They include felt needs, of which the individual is consciously aware, and toward which he is sufficiently motivated to do something about satisfying them; potential needs, which the individual will recognize if they are effectively pointed out to him; and unfelt needs, in which we think the individual ought to be interested, but is not. The first two types can be identified by exploring stress points in the community. (The last is another problem, and I should like to leave it alone for the moment.) Such stress points have been referred to as "underprivileged areas of the mind"--they are points at which people feel the gap between their present status and their self-image.

Now, what can be done? What is the action? In my opinion, this is no time to sit at the center of the whirling sphere of ideas; we must venture to the outer edge, where the momentum is the greatest and the collision of ideas most resounding.

As Eliju Root once observed, true love of country is not mere blind partisanship, it is regard for the people of one's country, and all of them. Many of the problems could be eliminated if it were not for the inability of some to distinguish between convenience and necessity. Our task is to increase the sensitivity of every citizen to moral and spiritual values, to create a sense of responsibility. As I suggested, in speaking of the service man, there are two jobs to be accomplished:

1. We must convince the community that it is to their advantage to do something about the disadvantaged.

2. The man who pays the bill, the taxpayer, must know exactly what he is getting for his money.

The first is difficult, the second is more difficult. The question remains, "What, specifically, can be done?" Now, I cannot offer you any program carved in stone. But I think that I can lay down some useful guidelines.

In order to bring the educational program, in all of its dimensions, into a more effective relationship with the community which surrounds the disadvantaged individual, we should concern ourselves with the following:

1. A conference should be held in each community with representatives from various groups and organizations, including teenagers.

2. A workshop for agencies and individuals should be conducted in each community.

3. A continuous research program, that will carry out an ongoing assessment of the structure and functioning of the community, should be initiated.

4. The continuous use of the entire galaxy of mass media to reinforce and intensify the educational approaches designed to bring about the fullest possible group reaction and interpersonal experience on the part of the community is essential.

There is no magic in these suggestions; there isn't even any identifiable measure of originality. Nor is there any originality in my warning that if our attitude is evasive, if our action is indecisive, if our preparation is an orderless assembly of good intentions, we will lose the fight.

"What will become of me?" What a cry of anguish that is! And we can change this to a battle cry. But, before a man can change what he will become, he must change what he is. I know this, and if I were a young, disadvantaged boy standing before you today, I would say to you: "Man, you've got me all wrong. I ain't no problem; I'm an opportunity."

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

Dorothy W. Davids
Specialist, Center for Community Leadership and Development
University of Wisconsin Extension

While the ratio of Indians to non-Indians in the Wisconsin population is one to 280, the ratio of Indian college students to college student population is one to 2,257. These ratios were determined from the statistics given yesterday: 4,180,000 people in the state and 178,000 college students, and assuming a generous 15,000 Indians in Wisconsin, including the Menominees.

I think one of the greatest improvements that could be made in the college environment is to get more Indians on the campus. But it is difficult for Wisconsin Indians to reach the campus--although, we are told, the Wisconsin Indian Scholarship Program is one of the best in the nation.

There are several reasons why few Indians reach the college campus:

1. The high school dropout rate. In Wisconsin in 1963 it was over 50 percent. It has improved since that time, due to Upward Bound programs and Indian community efforts, but the rate is still high.

2. The lack of a pattern to follow--or push by college-graduated parents. This is not a criticism. Rather, it is an understanding that many Indian parents have had painful and unsatisfactory educational experiences.

3. Delayed decisions. Many Indians do not think about going to college until their senior year--and then discover that they haven't the right courses or an adequate grade point.

4. The feelings of inadequacy which the competitive system generates--the fear of applying for scholarships and not being "accepted." Indian youth need much encouragement.

5. Lack of success of others. The feelings of inadequacy are reinforced by the number of students who do not "make it" in college.

6. Differences in background. It is much more difficult for the dark tribal Indian to get rewards from the dominant group than it is for the "shaped-up" urbanized Indian.

If the Indian student does risk reaching the campus, at the campus he may experience:

1. Homesickness. At home he has close family ties.

2. Visibility, and the threat of being treated differently.

3. Lack of funds, in spite of a $900 scholarship. The Indian youth has many needs that must be met if his college life is to be bearable.

4. The real danger of failure to make "the grades."

5. The necessity of asking for help. He is too proud to grovel.

6. Disorientation, alienation.

I do not see an institutional commitment to the "education" of Indian students in the state for the sake of the students themselves. I do not see a commitment at the level of those who grant Indian scholarships or from the institutions which receive the Indian students. The institution-oriented may feel an obligation to work with the disadvantaged; or they may have a quota that must be filled if they are to receive federal aids. This response is not to be confused with genuine concern for the disadvantaged or minority groups as real human beings.

I do see, however, a commitment from individuals on the faculties of the campus or from a few people in college towns--for example: Ruth Doyle, Veda Stone, Freda Wright, Jerry Thompson.

They express concern by getting to know the Indian students; by creating situations in which Indian students can get to know each other; by opening their homes; by being willing to give or lend a few dollars, or to search for funds; by providing a ride home for a visit; and by accepting them as human beings and encouraging them to share their pride in their heritage with each other and with non-Indian students.

More humiliating and traumatic is the tendency of paternalistic institutional people to view the Indian as temporary, and hence, his "Indian-ness" as unimportant. From this mental framework, the institutional people step out to free the Indian youth from his savagery. The rewards go to those who become most "Uncle Tomahawkish."

Indians are not a threat on the campus; rather, they are a rather vague group who don't do very well.

Upward Bound has made a difference in the attitudes of Indians. But judging from the figures, Upward Bound students have not as yet reached the college level.

I would suggest two ways of improving the college and community environment:

1. Extend the universities to the Indian communities and involve the people--the adults. Create programs in which adults can get their High School Equivalency Certificates. Follow this with home study courses for college credit. Create a pool of resource people; employ them as assistants in the agencies. See if their educational experience is reflected in the guidance they give their children.

2. For the Indian youth who do enroll in higher education, create a "cushion of care" for them; a place where they are accepted, are understood, and where expectations have a chance to become realities.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

Gerald M. Cross
Campus Minister
United Ministry in Higher Education - Milwaukee

One obvious subject for this workshop is the responsibility of the university to guarantee every student the right to move freely, without fear, within the community in which the university is set. I know that this condition does not exist in every one of our Wisconsin communities for black students. It is my assumption that, because this is a problem area, someone on this panel will deal with it.

I see my role to deal with a different kind of an issue. I am an urban campus minister working in an urban setting. Out of this context, I see there being the possibility of several groups or organizations that exist alongside the university, that have as their primary concern the same issues the university does, but are not a part of the university; our campus ministry is one such organization. My topic is the relationship such agencies as mine should have to the university as it deals with or attempts to ignore various problems. In a real sense we are part of the environment of the university.

One major problem facing the university today is the basic theme of this conference; the increasing of human potential. To put this theme in terms that are a little more clear though more blunt, there are vast numbers of people within our society who simply are not being educated in our system of public higher education. I know this is true for the black youth. I have little reason to doubt that it is true for the Spanish-speaking and American Indian youth as well. At our university in Milwaukee, one study of three entering freshman classes from three Milwaukee inner city high schools has revealed that the dropout rate of the students from three inner city schools is approximately 90 percent.* While all of these students were not black, it is known that the majority of the black students at the University of Wisconsin-Milwaukee come from these schools.

The question that is now before us is "What stance should those of us within the university environment take to this matter?" We could act as if we did not know the problem existed--and I am afraid that too many university oriented organizations have done this, including the church groups. Or we could openly criticize the university hoping to publicly embarrass it so that it would deal with the problem. But it seems to me that neither of these are very creative. Three other much more constructive possibilities are: (1) to help meet the need in question, (2) to do whatever can be done to move persons of power within the university in order that the institution will begin to deal with the problem, and (3) to help interpret to the university what the real issues are so they can be faced. Let me deal with each of these in more detail.

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*These figures and others to follow are from studies compiled by Miss Irene Bozak of the Department of Student Counseling in the Division of Student Affairs at UWM and are used by permission of both she and Dean David Robinson.

First, we should do what we can to help meet the need. All of you are most certainly aware that there are many, many aspects to the problem of reducing a high dropout rate, and that any single organization could hardly deal with them all. However, in our campus ministry, we decided to at least make a start in an effort we have chosen to call Project Black. Project Black has been an independently funded program of about 10 students and faculty members, including myself, which has provided a tutoring program and academic advising services through the employment of a black, male adult. This project has also provided a black student center on campus, and has done what it can to encourage the development of an active black student organization at UWM. Project Black has been most successful in reducing significantly the number of students who withdraw from school on their own before a semester's completion. In two and a half semesters, we have lost, by withdrawal, only two students who have been in the program. This includes approximately 85 students. This must be seen in comparison with the study that was referred to earlier in which 17 inner city students out of 55 withdrew on their own before the completion of one year's work.

As relatively successful as this project, and others like it, have been, it must be kept in mind that this is only a temporary kind of effort. No independent project can effectively do the university's work--nor should it ever try to do so. Efforts such as Project Black must be seen for what they are--temporary stopgaps to more serious problems. We who are engaged in such endeavors must make it clear to the university that they have a responsibility to meet the issues which our day gives us. It should be very apparent to those of you here within the structure of the university that the problems related to the education of so-called "disadvantaged" students are going to be with us a long time, and that we must move away from the temporary project mentality.

This then leads me to my second category of moving persons, within the university, to bring about some change within that system to meet the need before us. Let us not be naive about the matter. The university is big business and, as such, there are many vested interests involved which make it very slow in responding to even very obvious needs. Or to use another term that is far more meaningful to the student generation today, the university is very much part of the "Establishment" in every sense of that term. It is therefore one of the responsibilities of those of us related to, but not within, the university to occasionally prick its conscience so that it will move off its "dead center" and begin to respond in a way in which it is capable.

Let me illustrate one area of possibility in the sense of this category. We know from some very recent research that the students from at least two of our inner city high schools have almost no hope whatsoever of graduating from UWM--and probably from any other Wisconsin college or university. Looking at the 1963 class from these two high schools, which included 30 students in all who enrolled at UWM, only 3 students have graduated from either Milwaukee or Madison in a total of 5 calendar years. In like manner, of the students who enrolled at UWM in the freshman class of 1964, a total of 29 students, not one single student has graduated from either Milwaukee or Madison in the four-year period that has passed. Does this not say something about the quality of education these students are receiving from these high schools? It would seem to me that the university cannot continue to ignore this fact but needs to begin to move with some kind of authority in dealing with this problem. What I am suggesting here is not simply a remedial program for students who come to our university from these schools. That may be necessary, but it is not enough. What is called for is a long look at what a university education means, on the one hand, and, on the other hand, to begin to take an active role in facing the problems in these high schools. Speaking to the first issue, too many students, who are basically bright and intelligent people, but who don't measure up properly in our traditional methods of judging white, middle class youth, are failing in the university. We need to purge ourselves of the thinking which tells us that people who don't measure well under our present measuring systems are not college material. And we need to begin to ask why it is that we cannot seem to discover and educate persons with a native high intelligence. Speaking to the second issue, the university needs to begin to "throw its weight around" within the local public school system so that it can begin to influence the kind of education that is taking place in those schools which provide most of its students. If the university does not see these tasks as responsibilities of its own, it seems to me that it is the responsibility of persons like myself to help move it to that role.

The third role that we who are outside of the university structure may legitimately have is to interpret to the university what the real issues are. This will seem to some a rather presumptuous statement as it would certainly seem that those within the university are capable of thinking through the issues for themselves--and I do not deny this. However, the university is no different than any other human organization which cannot at times "see the forest for the trees," as it is sometimes said. We must understand the function of universities within our society.

Our systems of higher education are part of the "Establishment" and as such have as a major function the perpetuation of the "Establishment" (Kenneth Boulding calls this EASE--the educational and scientific establishment). In our country this means the perpetuation of a white, middle class value system. As long as we kept black, Spanish-speaking, and Indian students out of our universities, the transmission of an all white world view seemed quite appropriate. But now students, whom we have dared to label "underprivileged," are arriving on our university campuses which are not willing to buy lock, stock, and barrel our value system--and the previous role of the university is being challenged. Some students have made the decision to stay within the university and fight it--you are already aware what a stir this has brought to the colleges in our nation. But many more students have come for an education, have found out what that means, and have made the decision that they will not sell their souls for a piece of paper which only opens the doors for persons who take on that same value system.

I mention this at some length for it is surprising that a good number of people within the university are not aware that this is the issue today. When black students rise in protest of the curriculum, all these people can see is the anger being expressed and their conclusion is that the blacks are demanding too much. It is because of this lack of awareness, this resistance to change within the "Establishment," that persons and organizations within the environment of the university have the responsibility to point out where the problems really are when there is a blindness to seeing the issue behind the symptoms. This is not to say that we who are alongside the university are not also part of the "Establishment," but it is to say that at times we have a clearer view because of our perspective.

These comments on our relationship to the university as part of its environment are in no way meant to be final or complete. But they are meant to indicate at least the direction in which people and agencies in and around the university need to be thinking for their mutual health and existence.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

THURSDAY'S CHILD HAS FAR TO GO

Helene B. Aqua
Project Director
Council For Spanish Speaking Adult Basic Education - Milwaukee

In 1964, the Office of Education published a booklet called *A Chance for a Change*. In this booklet, it aptly termed the educationally disadvantaged child as "Thursday's Child." "Thursday's Child" to me refers not only to the student, but to the high schools, the universities, and the parents. They are all deprived. They are all part of "Thursday's Child has far to go."

As project director of El Centro's Adult Basic Education program, I come into contact with the educationally deprived element of our cities. I would like to focus my attention primarily on the Spanish-speaking people of our society. Many of the students at El Centro are products of the American educational system; they have received their "educations," for the most part, in the Southwestern portion of the United States and Puerto Rico. It is alarming to note that after eight or more years at one of these schools, these people are still classified as functional illiterates. It is true that their migratory lives may have contributed to their lack of educational skills. However, I see history repeating itself in children who have spent their entire lives in the Milwaukee area attending both public and parochial schools. We can no longer use the excuse that their migrations are the chief cause of their educational handicap. What then?

Why are so many children falling further and further behind their grade levels? Why do we see so many Latin children finding themselves dropping out or being pushed out by the institutions? Why, even amongst our Latin graduates, do we find so many "psychological dropouts"?

It is easy to attribute these problems to, "These children can't make it." It is easy to say they are truant; they are troublesome; they are nonacademic; because they are Latin, they are culturally deprived. This is not only a fallacy, but an insult. It is an act, whether through rationalization or ignorance, for the educational inadequacies of our school system.

What then is the cause for this educational lag? Schools, parents, and students, like "Thursday's Child," all have far to go and are all standing still.

That we have a dual educational system in the metropolitan areas of the U.S.--the slum schools and the suburban schools--should not come as news to any educator. The suburban schools, of course, groom the youngsters for higher education, stressing the importance of furthering one's education in order to become a "success" in society. Curricula, texts, facilities, guidance counselors, and teachers are all oriented toward the academic advancement of the student. Am I implying that "slum schools" are not? Most certainly. To begin with, most of the youngsters of the inner core enter high school at a disadvantage because of the preparation--or lack of it--that they receive in the elementary grades. Therefore, as the Department of Labor asserted, one-half of the students who enter grades 9, 10, and 11 will drop out of school and most will not find jobs. Those who wish to further their educations are impeded by their educational lag to compete with middle class applicants for college entrance. If they do succeed in being accepted, they often find the competition overwhelming. College or vocational preparation in the form of class activity or guidance is at a minimum in the slum schools. There are many ways in which school officials and employees show their preferences; many times this is in the matter of expectations of what can be expected from the child of minority groups in the lower economic class--of what can be expected from "these kinds of children."

Besides failing to prepare the student for higher education, the typical school serving the Spanish community ignores or makes little concession to the rich heritage--the cultural and ethnic differences--of Latins, be they Puerto Ricans or Mexican Americans.

What these schools must be made to comprehend is that these children are not culturally deprived, that their background must not be obliterated. Rather, it is for the benefit of student, school, community, and society that these children retain their bilingual abilities and maintain the knowledge and practice of their customs. The community should be taken advantage of rather than rejected. There must be a sincere effort for an effective communication and understanding between the Anglo-oriented school and the Latin home. The background of the student must be recognized, appreciated and in some way brought into the school atmosphere. Instead of attempting to wipe out the "foreign" culture, we must strive to unite the two cultures. Instead of taking the negative approach, we must attempt the positive. Instead of trying to destroy the identity of a youngster, we must endeavor to help him perceive his self-image as a product of two cultures--not in opposition to each other, but joined in harmony to form an even richer heritage.

One of the greatest handicaps facing the Spanish-speaking today is the lack of effective communication, understanding, and cooperation between the school and the home. Unless there is real understanding of the cultural differences, these children cannot be helped. Unless the parents are actively involved, these children cannot be helped. Today the schools must take the initiative to reach parents who have no tradition of self-advancement or learning. The promise of schooling has had little attraction for those at the bottom. The school experience, taken for granted in middle class homes, is not an integral part of the cultural background of the Latin American. Therefore, the youngster feels that the academic environment is either unrealistic and irrelevant or is beyond his reach.

If we are going to establish realistic programs for these youngsters, there are certain clearly defined issues that we must consider; there must be closer contact with the home. This could best be accomplished via Spanish personnel incorporated into the school systems. These people do not necessarily have to be college graduates--professionals in the field of education. Latin people, hired in the capacity of aides who know and understand the Latin culture and speak the Spanish language, can best relate to the Latin community.

Once the Latins are informed on school goals and policies, they should be given a part in determining the authenticity of these goals and in helping to make these policies. This could be accomplished quite effectively through decentralization of school administration. In a large city, it is unrealistic to assume that one board of education can meet the needs of the diversity of communities involved. A predominantly Latin community should have a predominantly Latin representation in the schools, whether vocational or academic in nature.

Yes, all elements involved in the educational system--schools, students and parents--have a long way to go. But there are remedies to dispel the yoke of "Thursday's Child." By taking an active interest in the understanding and communication of the parties, human resources can be developed to their fullest and school, community, and society can reach excellence through harmony.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

POSITIVENESS OF TYP STUDENTS AND THE NEW GENERATION OF BLACK STUDENTS

MacArthur Walton
Student
Ripon College

Positiveness of TYP Students

Ripon is a small town. Unlike Madison, it contains only 6,000 residents. Most of the residents are white conservative people who work every day, relying on newspapers and television to fill them in on the news outside.

Ripon College is a private, small, and expensive institution in Ripon. It costs $3,200, with tuition, room, board, and meals, to attend. This is why most of the students are in the affluent-semiaffluent class. (Ripon College has not and does not have a strong scholarship program.)

Most of Ripon College students come from a stable environment. Their parents are at the affluent-semiaffluent income level. At this financial level, they lived in a stable community. The student attended a stable and conservative school--learning systematically. The school, compared to those of the Transitional Year Program (TYP) students, had great organization, tieing in outside sources to supplement the textbooks. Compared to TYP students' parents, their parents, being able to keep a stable and organized home, lived comfortably. Generally, the student's home contained a husband and wife working together to keep it stable and organized. With this stability, the student attended school and acquired a good academic education.

The student, living at his stable and organized home, heard and read about minority groups. Usually the words that he heard and read were "deprived," "disadvantaged," "handicapped," or "underprivileged," which seem to describe the environmental limitation rather than the people themselves.

Attending Ripon College, the average student from a middle or upper class community continues to hear such words. The regular student looks at the catalog and he sees that these "deprived" and "handicapped" students are on a special program. He looks at the directory in the cafeteria and he sees the TYP student's name followed by "TYP" which is the initials of the program and which has become the label of its students. The regular student goes to use the phone and sees the "deprived" and "handicapped" student's name followed by "TYP." Looking at the list still he sees these students living together rather than with the regular freshman students. The president of the college directed most, if not all, of his annual convocation speech toward the special students on a special program. The college newspaper, the *College Days*, regenerated the categorization with its article about the "disadvantaged" by stating that "the TYP students aren't adjusted to upper middle class way of life."

However, none of the newspapers have observed the positiveness of these students. They speak of his environmental limitation, but none of them note how he fared within his environment.

Most of the TYP students do not come from a stable and organized environment. Often their parents are in the lower middle class. His school was not organized. Many of them did not attend school anywhere near every day. And when they did attend, the TYP student received a subpar education.

Since his family did not make much money, he often had to work. If his mother worked, she had to take on the duties of a mother. If there were not a father at home, the TYP male had to take on manly responsibilities. Even if his father were there, he still worked anyway. Having lived in a community that was not as conservative as the regular students, he was exposed to tempting traits of our society. Yet through all these obstacles, which would have stood in the pathway of many students, he managed to be an outstanding student at his school. Granted, these students do not measure up to the standards at Ripon College. But they adjusted to their community environment economically, socially, and most important of all, academically.

The TYP students could be a definite asset to the Ripon College community. Since they were not accustomed to such an organized and patterned environment, they have had to be creative in order to compensate or squeeze the best possible out of their environment. This leads to creativeness. Ripon College, and any other college, could use their creativeness. The TYP students have been exposed to and have experienced more than the regular students. This accounts for their being more mature. Any college community, private or not, needs diversification. TYP students could suit this bill. A group of conservative students herded on a campus, all with basically similar conceptions and attitudes, does not comprise a learning community whereby one receives a broad education.

But thus far, the TYP students are not taking part in activities at Ripon. They are usually with each other. If they hang around each other and refuse to participate in activities, whereby they can show their intelligence, then the program is not serving its purpose. This is the situation at Ripon. Very few participate in activities of any variety. It is my opinion (a TYP student), and the opinion of the TYP students I represent, that the reason is because the community has failed to see the positiveness and the intelligence, yes, the intelligence, of students who have worked so diligently to get to college in the first place.

My suggestions are:

1. Do not overpublicize the program giving negative aspects of the TYP students without giving their positive traits also.

2. Have TYP students room with the regular students so they can get to know the students.

3. In placing TYP students' names on rosters, do not include TYP next to their names.

4. Instructors should give TYP students the impression that they have confidence in them. Do not labor them exceedingly on their weaknesses.

The New Generation of Black Students

Pertaining to the improvement of college and community environment, there is one thing that should not go unnoticed. It is the new generation of black students and their concepts. It is a concept that colleges will have to deal with more explicitly and more reasonably in the future.

The previous conception of the old generation of black people was to forget their color in quest of acculturation. They had no identity or they were so ashamed of their identity that they refused to be proud of blackness.

But the new generation of black people, and particularly students, is accepting their black identity. They are proud to be black. Athletes are jeopardizing fame and recognition to denounce America's institutional racism, raising a black glove, signifying "Black Power." Entertainers are running around the country singing, "I'm black and I'm proud." Black writers are retaining some of the slang "from the block" in their writing while denouncing the white "status quo" society. Even nuns are wearing buttons saying, "I'm proud to be black. Black is beautiful." Some blacks are refusing to attend their high school. What do they want? They want Afro-American courses and black instructors. College students are demanding basically the same. Ripon College is another example. Before the 1968 school term, there were only 10 black students on campus. But 25 were added to the college community--20 from the Transitional Year Program. These students were demanding an Afro-American course the minute they came on campus. In addition, they wanted black speakers and rooms set aside for black art. Next semester, they want a black instructor to teach the course. Classes had not begun!

The point is not whether the college institution or the college community likes the new black ideology nor is it a question of whether these concepts are valid or invalid. The point is that such philosophies are increasingly becoming entrenched in the minds and hearts of black students.

The institution should make accommodations by forming Afro-American history courses. They should support, financially at least, black student organizations that could bring black speakers to the college community, and they should support any other constructive program of blacks which might be beneficial to the community. This club could also be used to put on special days, to express their black culture or subculture. It could have dances or it could sponsor other social gatherings within bounds or rules set down by the institution, that might be beneficial not only to blacks but to other people as well. The institution, through such support, should strive to make black students aware of the fact that they (black people) have played a part in the building of this society, and that the institution accepts them as an integral part of the college community.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

Deborah M. McCormick
Student
University of Wisconsin, Madison Campus

Why are we here? By the title of this conference, "Increasing Human Potential Through Educational Change," one would be led to believe that forthwith coming are the panaceas regarding the education of minority group students. This is hardly the case at all. Certainly some programs will be devised as a result of this gathering of eminent educators and administrators. This is necessary to show the bulk of white society that you are truly addressing yourselves to the problem of poverty and its consequences. However, nothing earthshaking will result. There will be no renovation of the present educational system. In fact, a dint will hardly be made in that system. It is for this reason that I would like to address myself to the problem of how the campus and community environments can, in fact, help create this renovation--better yet, this rejuvenation of the educational system.

In recent years, the university systems in America have placed themselves in a unique position. They have, in responding to public demands for action, "picked up the white man's burden." Almost every major university and college campus in the United States has instituted some sort of "half-baked" program to salve white society's conscience regarding the educational disposition of minority group members of American society. These have all been "half-baked" attempts, in my opinion, because they have done no more than represent incremental change for immediate gratification--hungry state legislatures. The push for success reports has been so great upon these programs, that there has been no time for meaningful experimentation into what might create real success. As a result, the programs have basically failed their participants.

Why has this failure occurred? Traditionally, the American educational system has concerned itself with turning out good Americans on a mass production basis, much like that of the automobile industry and good cars. In this thrust for mass production, or reproduction if you prefer, one value has been held constant--the necessity to fill the American mold which I see as essentially White Anglo-Saxon Protestant (WASP). It is this same mold which many of the special student programs strive to fill. And it is here that these programs fail. They fail to recognize the necessity for one major element--relevance.

In my opinion, in order for any program, created to help foster the cause of uplifting the minority groups of America to prosper, it must prove itself relevant to that group. This relevance must, in turn, be an extension of both campus and community environments. Therefore, with relevance as the key to the improvement of college and community environments let me outline my proposal.

Basically, I see the following innovations as necessary:

1. Preadmission contact with a member of the same minority group from the prospective campus (i.e., student recruitment).
2. Extensive orientation programs.
3. Minority group curricula and instructors.
4. Minority group members as administrators of special programs.
5. Community houses.

At this point I would like to address myself to each one of these suggestions separately.

Preadmission Contact

I feel it is imperative that students, particularly those coming from minority backgrounds, have some knowledge of the prospective campus and extra-campus community. This knowledge necessarily has to go beyond the rosy picture the brochures paint; it must come from firsthand experience. In line with this, it must be relevant information concerning itself with attitudinal orientations. I think we will all agree that the only way to learn how to milk a cow is to talk with someone who has successfully done so. Therefore, it is equally as important that a black student relate to prospective black students the type of environment--socially, educationally and politically--that he will be confronted with upon arrival at the institution.

Thus, not only will the recruit be better equipped to deal with the institution and its peculiarities, but the student who does the recruiting will come to feel he is an integral part of that institutional environment.

Extensive Orientation Programs

Once the recruit reaches the campus, the big task begins. He must now be given, in a capsule, the key to success at that institution. Unfortunately, this capsule is often a bitter pill for minority group students. For they, aside from being confronted with the traditional problems of freshman adjustment, must also address themselves to the peculiar problems of being minority group students on predominantly white campuses--campuses where administrators, faculty, and curriculum, as well as extracurricular activities, reenforce white societal values--campuses where a basic assumption is that all students have received essentially the same caliber precollege education.

Therefore, I propose that these orientation programs deal not only with the questions of what teachers and courses to beware of, and how to find information in the library and the like (as is customary in freshman orientation programs), but also that they deal with the extent to which the campus and surrounding community regard minority group students as valuable members of the community and provide facilities for meaningful intraminority group relations. In addition, it is necessary that these orientation programs provide extensive academic skills "brush up." Possibly in this way, some of the deficits resulting from inferior previous education can be filled. Programs in English composition and basic arithmetic skills are essential.

Let me impress upon you the importance of not trying to channel possible basic ethnic usages into white society's acceptable terms. I am certain you realize that the important factor in successful communication in this society is not necessarily dependent on identical patterns of articulation.

Curriculum and Teachers

Just as it is imperative that the students know which courses and instructors to steer away from, I feel it is equally as important for there to be courses and instructors to which they can relate directly. Amidst the wave of racial consciousness in America, it is the duty of the university to provide the minority group student with information relevant to his life and station in American society. We all cannot, nor do we all wish, to be white. Therefore, some vantage point other than that of white society should be presented to the minority group student.

In direct conjunction with this need for relevance in course material is the necessity for instructors with whom they can identify. Minority group students often feel inhibited verbally and mentally when forced to constantly relate to white instructors who are generally incapable of understanding their particular needs. Thus, for psychological reasons, minority group members are needed as instructors. Another reason for their necessity is to reduce the fear of cooptation into white society. Even with a relevant curriculum, if taught by an instructor who cannot relate to that material, the student often fosters fears of being sold the same "old bull." Yet a third reason for integrating faculty is that the minority group student is more apt to feel the campus environment is at least trying to understand his particular problems.

Administration

I do not feel I have to go to any great lengths to impress upon you the importance of having minority group members administering the special programs for the disadvantaged. The reasons are essentially the same as for the necessity of having minority group instructors. Program participants tend to feel less likely to be coopted into white society when they know the person directly responsible for their presence at a particular institution is one of their own.

Community Houses

It is my feeling that within any given community a person needs a place with which to identify and ostensibly call his home away from home. In line with this, I feel that minority group students on predominantly white campuses located in predominantly white areas (as is the case in Wisconsin) need an identifying factor of this nature desperately. It is a reality that these minority group students are customarily excluded from the tradition institutions of this nature. Furthermore, I feel it is necessary for one to have a vehicle by which he can reenforce his peculiar ethnic self-identity. Therefore, I propose that the university communities make themselves aware of the relevancy of demands for separate union facilities and make provisions accordingly.

In conclusion, let me reiterate that relevancy above all else is important in dealing successfully with minority group students and the programs related to them. Without this relevance in the programs, and its relationship to the community at large, the program may as well be labeled a failure from its conception.

IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

REPORT OF EVALUATORS

Ruth B. Doyle
Director, Special Program of Tutorial
and Financial Assistance
University of Wisconsin, Madison Campus

Warner E. Mills, Jr.
Assistant Dean
Beloit College

The present crisis results from our being asked to give new appreciation to various aspects of our pluralist society; this is threatening to the dominant groups. There is great misunderstanding as to what is happening, but, in short, black, Indian and Latin groups are asking "in," not seeking separatist goals. They are asking "in" for themselves as individuals and a new acceptance of their cultural heritage.

Education is at the vortex of the whirlpool because the black, Indian, and Latin groups recognize the value of education to their professional, psychological, and emotional development. So they are asking the educational systems to change to accommodate to their backgrounds. Auxiliary organizations surrounding the universities, especially church groups, are promoting and should be promoting the needed changes.

Tension results because of rigidities in our universities and the communities in which they are embedded. The educational establishment as it now exists changes rather slowly, more slowly than many might wish. Parenthetically, higher education may not be able to solve this problem of minority group inclusion; the main solution may come, if it does, at the elementary and secondary levels. Children, damaged by failure to appreciate their cultural backgrounds at these levels, may be irreparably damaged. Higher education is, however, on the frontier of the problem; it is so because the ghetto youth who have come to our colleges and universities are now reaching into the white educational community. Health, Education, and Welfare (HEW) surveys show how completely white our educational institutions are today.

How can our universities accelerate change both within themselves and in the communities where they exist? Recognizing the differing relations between the several Wisconsin universities and their communities, we feel that the universities do have a responsibility for reaching out and stimulating and guiding community change. This may involve, for example, protecting its students as it protects its faculty from undue community pressures or interesting local businesses in financing programs for the culturally diverse.

Part of the problem lies in the fact that colleges and universities must put their own houses in order. Especially they must recognize the need for special programs for these new students. Extensive orientation programs may be the key to success. There should be courses and instructors to whom these students can relate; minority group members must be involved in the administration of the programs. The political system of the United States does not now recognize racial distinctions and separatism, as some militants propose, would be a step backward. A recent Johns Hopkins University study indicates that the overwhelming majority of blacks, for instance, believe we should be headed toward an integrated society.

One paramount need is to include all culturally diverse groups in the planning and implementing of educational programs for members of their groups, especially in the neighborhoods in which they reside.

Specifically, the group proposed the following:

1. Wisconsin colleges and universities should create a consortium to find talented minority group personnel and the pool so developed should be made available on a statewide basis to other institutions.

2. Internal faculty sensitivity programs should be developed and instituted in Wisconsin colleges and universities.

3. There should be established high level positions (vice-presidencies, etc.) to whom members of minority groups might be appointed. As an illustration, there might be created a vice-presidency of urban affairs.

4. Colleges and universities should encourage the participation of their faculty members in community affairs.

5. Universities should develop *ad hoc* organizations to develop better dialogue between themselves and their communities, especially on such subjects as the police role in society and on university campuses.

6. Prominent industries should be involved in programs for the disadvantaged.

7. Police should be encouraged to enroll in our institutions of higher learning. This is being done at the Wisconsin State University - Eau Claire, where 60 percent of police are now enrolled for courses.

8. There is need for new approaches in the training of teachers.

Workshop No. 3

ADMISSIONS AND RETENTION PROBLEMS

Panelist Presentations	**Ernest Spaights** **William J. Boyle** **Anne Lerman** **Mary Suttle** **Margery Tabankin**
Report of Evaluators	**Samuel D. Proctor** **Kenneth Sager**

ADMISSIONS AND RETENTION PROBLEMS
(An Outline for Discussion)

Ernest Spaights
Assistant to Chancellor
University of Wisconsin-Milwaukee

I. *The director of the program should control admissions.*

   A. Regular admission procedures are too mechanical.

   B. Look for a pattern in transcript or test scores.

   C. Determine level of motivation (interview).

II. *Be honest with the student and be frank.*

   A. Show him his scores.

   B. Develop a contract with all provisions stated.

III. *The structure of the university should be changed also.*

IV. *Tutors should be given training first:* Professional tutors are better.

V. *Student should be taught how to select courses and professors.*

   Student should restrict himself to nine credits.

VI. *Aim for a specific retention rate* -- a realistic one ("you cannot win them all").

ADMISSIONS AND RETENTION PROBLEMS

William J. Boyle
Assistant Director for Instruction
District One Technical Institute
Eau Claire

There appears to be an absence of agreement as to who should be included in the "disadvantaged" or "underprivileged" group. Educators are not in agreement as to the point at which individuals could be included in the educationally disadvantaged group. Generally speaking, the educationally disadvantaged persons have been identified in that group because of limitations or deficiencies in their education preventing them from succeeding in the occupational world or making them unable to find a satisfying role in our society. They have been identified as those individuals who have special needs that are academic, social, and economic, or have other handicaps including physical. These handicaps have combined to place such individuals in a disadvantaged position. It has been established that poverty and insufficient income are very closely associated with the educationally disadvantaged persons, making it difficult to determine which is the cause and which is the effect. The existence of poverty is often the result of unemployment. This makes it mandatory that attention be given to job and career training for the disadvantaged persons.

In vocational education, our main concern is education for occupational employment. It is not enough to make educational opportunity available for persons in this group. It has become apparent that we must seek them out and, through special efforts, involve them in an educational situation which has been identified as beneficial to their situation. One of the greatest challenges facing educational programs for the disadvantaged persons is the involvement and retention of individuals for whom programs are developed.

Certainly the procedure and approach used in this endeavor would reflect the age group being served. Because of the voluntary nature of adult educational activities, it is very easy for this group to refrain from participation. The disadvantaged persons are noninvolvers who are not equipped to handle our traditional educational system. For purposes of this discussion group, I will be directing my remarks to the adult disadvantaged age group which is commonly served by vocational, technical, and adult districts of the state.

The social science research regarding participation in adult educational activities indicates that the typical participant is a middle-class citizen enjoying average income, and who has completed high school. While it has been identified that persons in this group participate in educational activities for various reasons, many of them have recognized some degree of educational deficiency in fulfilling their personal aspirations. However, our main concern is the group of individuals who have a greater need for participation and are most reluctant to become involved in the educational process.

For purposes of this discussion group, I will attempt to identify some of the activities being conducted in our school and within the vocational, technical, and adult system. By so doing, I will attempt to raise some questions and advance some suggestions regarding greater involvement with the disadvantaged. My remarks are in no way comprehensive of what is being done throughout the vocational, technical, and adult schools in the state. I merely attempt to identify some of the activities and welcome comments from other individuals within the system regarding their efforts. My experiences with this problem are somewhat limited because, in Area Vocational, Technical, and Adult Education District One, there does not exist a minority group as we would find in other sections of the state. Thus, the educationally disadvantaged persons who are and should be our concern are what has been referred to as the rural poor.

Our schools attempt to provide education for the disadvantaged in two main ways. One is the establishment of special programs such as adult basic education and Manpower Development Training that are conducted to meet the needs of an identified group. The other approach is that of working with individuals who are interested in enrolling in a particular occupational education area so as to develop a course of study which is commensurate with their needs. This approach is commonly used by Manpower Training when slotting individual students into existing vocational programs where a small number have been identified as in need of training. Probably this procedure should be given consideration as it does raise a question as to whether special programs should be established specifically for the disadvantaged clientele, or whether they should become a part of already existing programs with the improvision of special provisions to accommodate these individuals in deficient areas. I am referring here to the fact that many disadvantaged individuals have a certain amount of skill and, in many incidents, are capable of performing at a level commensurate with students enrolled in a diploma program. Such individuals could be enrolled in this program and, through their related instruction, programs in remedial reading and remedial mathematics could be made available to them. At our school, we have developed such a program for our students; students encountering difficulty in the regular English or Communication Skills courses can enroll in the reading development program. Also available is programmed instruction in mathematics for students who encounter difficulty in the very basic vocational mathematics courses. This program has been effective in working with the Department of Rehabilitation; at present we have enrolled approximately 75 students who have been referred to us as individuals who could benefit from an educational program. Certainly we recognize that the physically disadvantaged persons are often educationally disadvantaged also. Because of previous experiences with physical incompetencies, they have been identified as educationally disadvantaged and could benefit from a vocational training program. Consideration on an individual basis allows educators to develop a program that is compatible with their physical and social deficiencies so that they can advance toward employment.

Certainly one of the more effective training programs for occupational employment has been the MDTA program. These individuals have been identified by the employment service as capable of filling occupational vacancies once they have completed a training program. Training programs conducted are closely correlated with the employment market.

Basic adult education is another program developed in our schools for a specific clientele. Efforts in this area have met with considerable success throughout the schools. In District One, we are operating one such program at the Chippewa Falls school. Programs of this nature are developed to provide fundamental training in the basic skills of reading and mathematics as well as to implement some information on topics such as consumer economics that relate the learning activities to the individuals involved in the program. Some areas of the state have been effective in taking training programs, such as adult basic education, to the people by offering them in their immediate locality, in their places of employment, and even in the homes where a small group can be brought together in an instructional situation. This point advances another discussion topic, which I would like to hear comments on from the group, relative to the merits of offering training where the people are versus bringing the people to an educational center.

Another area of training provided in vocational-technical schools is an adult course designed to meet requirements for high school graduation. While this group is probably not seriously disadvantaged, nevertheless, when you consider that the absence of the high school diploma is enough to block employment, these persons could be considered as such. I am thinking in particular of some of our apprenticeship trade areas where committees have identified a high school diploma as one of the criteria for being indentured in the trade. This certainly has some implications when you look at the total employment picture and the situation of the disadvantaged person. I feel it is rather remote for any of us to conclude that we are attempting to train the unemployed, disadvantaged persons to fill the vacancies presently existing in the employment market. We are well aware that many of these available positions require a high degree of technical skill and knowledge. Thus, vocational education must look at the total spectrum whereby we train already employed individuals for the more technical positions of a promotional nature. These individuals will vacate less demanding occupational positions which would become available for those among the disadvantaged who acquire job-entry level occupational training.

A problem that we have encountered to some extent is the placement of individuals who have minor handicaps and limited training. At least in our evaluation we feel that these individuals have reached a plateau in their learning process and that a more desirable experience for such an individual would be a job-entry employment situation. We find that the employer is somewhat reluctant to employ these persons because of the risk involved. Possibly, education will have to work more closely with business and industry in identifying employment opportunities for these individuals. There may also be the possibility that state and educational agencies can find employable situations for such individuals. In our school, we attempt to do this by designing our library, clerical, and food service employment structure so as to accommodate one of these individuals in each area.

So far I have done little or nothing toward solving the problem of admissions into training programs and retention of these individuals. I would like to reaffirm the position I stated earlier that I do not have a formula for doing so, if such a formula is available. In the programs I mentioned as being conducted at our school, enrollments have been acquired through working with other agencies as well as through efforts on the part of the school in seeking out individuals who could benefit from instruction. A primary objective of every program for the disadvantaged is the provision of adequate counseling and aid to assist individuals in selecting and successfully completing occupational training that can be identified as desirable. This counseling can be done by specially trained counselors and teachers in the educational organization as well as by persons outside the educational system such as clergymen, employment counselors, and social welfare workers. In some areas, it has been found desirable to employ neighborhood workers who could seek out and guide persons in need of educational programs. These individuals are selected from within the neighborhood and are familiar with who is in need of educational training and would benefit from attendance at an educational center.

Programs for the disadvantaged must be aimed at the very basic needs of the individuals. Maslow identified what he considered to be a hierarchy of needs. In this structure, he considered certain needs such as physical well being, food, and shelter as very basic to the survival of man. He further identified higher level needs such as security, sense of belonging, success, and self-respect. In developing educational programs for the disadvantaged group, we must give consideration to the very basic problems of alleviating poverty and allowing the individual the opportunity to earn some of the basic needs such as food, shelter, and necessities of life. Our vocational programs are aimed at these basic needs and have, as an objective, training for employability. In working with the disadvantaged, I feel that we must make initiating of educational training an easy process. For this group, I feel that wherever possible we should eliminate forms and testing until the program is underway and the individuals are involved in training. I feel that getting them involved in the educational program as soon as possible helps to develop interest and motivation in the objectives of the program so they are not bogged down and discouraged by tedious forms, tests, and reports.

Closely related to the retention problem that plagues teachers of the disadvantaged is the problem of motivation. Sources of motivation must be identified from goals recognized by the students when planning the instructional program for the disadvantaged. The teacher must be cognizant of these goals and must attempt to modify them in taking advantage of the students' interests and attitudes in planning the educational course of study. While new goals and interests will be created out of the involvement of the students, the teacher has the major task of reenforcing any motivating factors that can be identified. It must be recognized that goals of this clientele are short-ranged and should be identified with short term units of work. They must provide situations whereby the participants have the opportunities to practice the skills learned and allow for success on the part of the participants. The teacher of the disadvantaged must create a situation which encourages discussion and involvement by all students and allows for the students to assume leadership roles. The students should have a voice in the planning process and the teacher must recognize the social aspect of the learning situation through the development of good rapport among students.

Educators of the disadvantaged must explore all possible innovative teaching techniques available. The use of multimedia should be pursued wherever possible. While the media used is only a tool of instruction, educators of disadvantaged persons must appeal to as many of the senses as possible in the instructional process. The utilization of mechanical devices could serve to encourage participation. Such things as programmed instruction and TV presentations, wherever applicable, should be developed.

Education offerings should develop a greater concern for the individual and less concern for meeting the requirements of a particular diploma when dealing with the disadvantaged. Every effort must be made to identify the needs and interests of these individuals and to attempt to provide them with a program that is commensurate with their abilities and needs. In many areas of vocational training, the specialized skill activities are taught at such a level that the disadvantaged persons are unable to cope with them. In some cases, short term specialized skill training could be developed which would concentrate on a single skill such as welding or lathe operation. Vocational programs, such as auto mechanics and metal fabrication, have curricula of scope such that persons who are disadvantaged are unable to cope with them. Thus, it may be desirable to develop a special offering in the mechanical area emphasizing some of the very basic skills and then relating to this program fundamental courses in reading improvement and mathematics which relate to the mechanical area of training.

In conclusion, I would like to reemphasize that educational institutions must work closely with the employment service, welfare agencies, private agencies, and church groups in identifying and soliciting educational participants from among the disadvantaged who can benefit from educational programs. Adult students can be recruited through their children, through other satisfied adult students, through neighborhood groups, hospitals, and other agencies. The retention of the disadvantaged in educational programs is enhanced through the development of sound programs commensurate with the needs and interests of the participants. Adult student involvement in the development of well-planned programs, which articulate with employment opportunities, will contribute to the success of educating the disadvantaged.

ADMISSIONS AND RETENTION PROBLEMS

Anne Lerman
Project Specialist, College of Letters and Science
University of Wisconsin-Milwaukee

It is disappointing that there are so few students here at this conference. I would like to try to speak for some of them. I have known and worked with many students, first in the Upward Bound Program and currently in the Pilot Project in the College of Letters and Science at the UWM.

A brief explanation of the project is in order. The Pilot Project for Students from Inner City Schools developed from concerns of the College of Letters and Science and the Upward Bound staff. This was in September, 1967, when the first group of Upward Bound students were ready for college and, it should be noted, before any demands had been made by students.

It was decided that I would advise 25 or 30 students including those from Upward Bound and some referred from other agencies and university departments. There were no set guidelines--we would discover the needs of the students as the project progressed, and attempt to meet those needs. Indeed, I have discovered so many problems encountered by these students that I begin to doubt whether their needs can be met within the system as it now stands.

The students in the project are all admissible under regular university rules. I did not select these students; they came to me. Some are friends of Upward Bound students; some were referred to me by the Scholastic Standing and Appeals Committee. (These are students who are readmitted after being dropped for academic reasons.) They all have one thing in common; somehow they are motivated to want to succeed in college or they would not be coming in to see me. I have no clout to force them to see me or to see a tutor regularly.

An important part of this program is to see that students take advantage of the services offered by the university. However, the resources available to deal with these students' problems are limited. The best resources are:

1. A financial aid office with an empathetic staff.
2. Reading and study skills courses, taught in the Department of Student Counseling.
3. The Experimental Program in Higher Education, started this year, which is developing more resources and services for these students.

4. Staff members in admissions, advising, and other areas who are showing an increasing awareness of the problems faced by these students.

Retention for students in the project has been better than the overall retention for the UWM. In the first semester of 1967, 23 out of 27 students were eligible to return to school. In the second semester, 24 out of 32 were eligible to return. Of the 30 students in the project this semester, eight are on academic probation and four are on final probation. The retention rate will not be as impressive, but we will be serving students who need the support of the project.

What is going for these students to keep them in school? There has been one administrative change that has been most helpful. Recognizing that the UWM is a commuter college, with most of the students also working, the College of Letters and Science has ruled eight credits to be a full load. We used this new rule in advising for the current semester and found a great increase in student morale. These students are not being singled out for special attention; instead they are finding one of their problems being met by a general rule of the college. They feel more a part of the school and their hopes have been raised.

However, there is little else going for them. Consider the grade-point average as it is now computed. Have you figured out how long it takes to make up an F? The students have. Many finally realize they cannot make it within this system and leave school in discouragement--just at the time when they have learned how to be a college student and could begin to show success. There is some talk of allowing an F to be dropped from the GPA when a course is repeated with a passing grade. How many students will drop out of school before a change like this can be put into effect?

The biggest complaint from the students is the way freshman and sophomore classes are handled; in many cases both the arrangements and the teaching are inadequate. (Course content is also a factor, and is being discussed elsewhere at this conference.) First, let's spend more money to teach freshmen and sophomores, and second, let's find teachers who are interested in students as human beings. A survey course in one of the social studies has 450 students--three lectures per week, no discussion sections, one TA to answer questions, and a professor who won't. Four students from the project are in this class, three of whom are on probation.

Problems with the required English courses include poor preparation and how to choose a subject for a theme that will satisfy the teacher and still have meaning to the student. There seems to be little hope of improvement in this area, since class size in freshman English will be increased next year.

Most of the things we have heard so far in this conference involve special projects. . I submit that there are many changes that could and should take place within the system, so that more students could succeed without being singled out. I do not mean to preclude special projects. Such changes will aid in the success of these projects.

These students want desperately to succeed in school; most of those attending the UWM also want to stay in the Milwaukee area. Neither Puerto Rican nor black students want to leave their communities, and most of the black students want to return to their communities in a constructive way. If they cannot complete their education at the UWM, we must provide a community college in the Milwaukee metropolitan area. Institutions must serve the needs of the people.

ADMISSIONS AND RETENTION PROBLEMS

Mary Suttle
Urban Specialist
University of Wisconsin Extension, Milwaukee

ADMISSIONS

In this modern society, provisions are made for equal educational opportunities for all persons desiring such. To what extent are these provisions really accessible to the culturally disadvantaged high school and college student?

Much greater effort is needed on the part of the administration to rectify the situation of meeting the needs of the culturally disadvantaged student on the admissions level. More consideration and planning of college preparatory courses must be provided for the high school graduate who is anticipating a college career. This course should include subjects as well as instructors that can interest and, to some degree, motivate the student, thus giving him the emotional feeling of acceptance and the academic feeling of achievement. Through programs and efforts of admissions, the culturally disadvantaged student must be made to feel he is accepted, not by general standards, but on his individual merits.

Admissions should activate itself in orienting the new students to the campus and the city or the town immediately surrounding it, and offer workable suggestions for adjusting to the new and different environment. Programs for sensitizing the business community and churches near the particular campus to the special needs of the disadvantaged is needed. It is also necessary for admissions to fill the need of providing or suggesting good off-campus housing that is accommodating and hospitable to the black student.

State universities should maintain contact with high school counselors, thus offering assistance in preparing potential students at the early high school level for entrance into college, recommending programs relevant to this and various ways of implementing them for the greatest value to the students.

Administrators of universities and high schools must acquire open-minded attitudes toward such programs, and sincerely support them.

RETENTION

For a more successful retention of the culturally disadvantaged student toward his educational endeavors, university administrators must meet a challenge of:

1. Offering programs geared toward ways and means of alleviating many of the emotional, social, and academic problems of the student,

2. Becoming more receptive to the changes of modern society, with the realization that the student that they are to serve, be he disadvantaged or ethnically different, is a legitimate part of this society,
3. Showing through tangible actions the ability to meet the needs of the entire student body, and
4. Sensitizing attitudes of the university administration as well as the classroom instructors to the needs of the culturally disadvantaged students.

It is necessary for students to identify with an integrated staff that has the ability and understanding to recognize the unreached potentials of these students.

There must be a sincere display of the realization of self-actualization on the part of classroom instructors.

ADMISSIONS AND RETENTION PROBLEMS

Margery Tabankin
Student
University of Wisconsin, Madison Campus

Before examining the problems of admitting minority group students, I think it is essential that we consider whether or not our society is willing or capable of being successful in educating minority populations. Many of my concerned friends say that America is not willing to make the great commitment that would be necessary. I, however, prefer to say that we can meet this challenge but that a far greater effort than is presently being made will be needed. This effort will have to be made, to a great extent, by the legislature. It will be necessary for the legislature to commit vast financial support to the various educational institutions to enable them to enroll the large numbers of minority group students who presently are unable to attend. The legislature must redefine the priorities it presently honors, when allocating support, so that the financial support needed by minority group students can be given.

Presently, the ability for nonwhite students to enter the University is very limited and, therefore, the higher educational institutions remain racially segregated. White society is very content to fund token compensatory educational programs which do change the lives of a few individuals but which make no meaningful dent in America's failure to educate her minority populations. And all of these programs support the myth that makes society confident that the problems of educating the poor are being addressed. I seriously question whether they are. Terry Borton made the following very appropriate statement in an article titled "Reaching the Culturally Deprived": "The culturally deprived child has it made. He is Upward Bound from slum to suburb, his horizons highered, his youth unlimited, his poverty vanquished in a recent War. Such, at least, is the impression the general public receives when the new crusaders go clanging past."

I maintain that our present compensatory programs have the same effect and that the need for more extensive admissions programs have not even been meaningfully considered, yet everybody feels something is being done. In fact, I don't understand the purpose of an information conference of this nature. It is not because of a lack of information that this problem is not being addressed. Rather the problem persists to exist because powerful people refuse to make a meaningful change in their funding priorities and place the value of educating minority groups near the top.

However, I do think that those attending this conference are in the unique position of being able to make substantial changes. Each of you can work within your own institutions to change their priorities so that more financial aid is available and larger numbers of students can be admitted. Together you can work toward making the legislature realize the need for these programs to be given financial support. The failure of the legislature to be responsive to funding these programs has affected their quality greatly. Its financial assistance for these programs has been operating on a provincial business ethic. Its model of getting maximum return on minimum investment enables very little chance for new, creative, and experimental programs to develop. Programs face the pressure of being successful or else losing financial support. Such has been the pressure on the special scholarship program in Madison, headed by Mrs. Ruth Doyle. Little innovation has been able to take place because this would require patience, maybe five to 10 years, before meaningful analysis or evaluation could be available. Yet the only way that admissions programs could accept students that are a higher degree of risk would be if these programs were financially secure enough to allow for this type of experimentation. I find it rather ironic that a characteristic often associated with lower income groups is their inability to defer gratification. In this situation, I find it is the inability of the legislature to defer gratification when considering its financial support policies.

I must reiterate that I do believe that the potential to deal with these problems exists but what has been done until now has been symbolic and incrimental at best. Now is the time for tangible steps. We are floundering with "half-baked" programs because that is all we can have under the short term pressure for success. Our admissions policies must be innovating, we can no longer rely on the same old programs with new labels and without substantial changes. It is a lot easier for those not suffering under the conditions of poverty to endure the pains of incrimental change.

I would agree with Dr. Havighurst's statement yesterday that the key factor necessary for success once one is admitted, is motivation. However, my means of motivation differ from his. I do not agree that praise is the motivating factor but that, in order for these students to become motivated enough to do well, they must be shown the relevance of education and the importance of higher education for their lives. They must cognize the importance of spending four years to five years in school when very often they feel they should go immediately to work in building up their communities.

Many white students presently claim they find that the University is not relevant. I question how the University can hope to be relevant to its minority group population when it is finding it hard to motivate white students. Thus, if the University is unsuccessful in being relevant, it is a very rational conclusion that retention would be a problem. But the problem is the University's and does not reflect a lower ability of minority group students.

The University generally has no meaningful relationship with the black community and its problems. Most educational institutions try to increase the similarities of the students and turn students into a stereotype. However, this cannot be effective with black students since they no longer find it desirable to be like whites. I agree with Preston Wilcox, Professor of Columbia University, when he said that he sees the relevancy of education for black students as giving them an awareness of who they are and an understanding of the society they live in. Therefore, I maintain that the university that emphasizes developing similarities cannot be relevant to the nonwhite student.

The following are my proposals as to how the University can be relevant to the minority group student and therefore can help eliminate much of the cause for failure in school:

1. I believe that nonwhite high school students, from lower income classes, should be given pre-school orientation exposure of the University by spending weekends visiting during their senior year. I further feel that nonwhite college students, serving as hosts to the visitors, can be very helpful in motivating these students about coming to college.

2. I believe that another way to motivate high school students to come to college would be to send successful nonwhite students at the university back into their home communities as official recruitment agents.

3. An extensive curriculum offering courses in Afro-American studies as well as an Afro-American major would give many students an understanding of why further education is important.

4. An increase in nonwhite staff, I believe, would provide the rapport with administrators which is very necessary for many of the students who are finding their experience very rough.

5. Tutorial assistance should be available to all students who are at the University on special programs and who would not generally qualify for admission.

6. A summer orientation for six to eight weeks should be held for these students in order to bridge the gap between high school and college as well as help motivate them in a positive way towards college. The summer session would concentrate on reading skills but, rather than use reading texts, I would suggest using material of interest to the individual student. Mathematics skills would be offered as well as seminars on Afro-American culture.

7. I agree with Mrs. Suttle in the need for social facilities.

8. There is a need for greater faculty sensitivity.

I believe that if these programs were carried out by schools it would be possible to provide some relevant programs for the lower income level minority group student.

EVALUATION OF WORKSHOP #3--ADMISSIONS AND RETENTION PROBLEMS

Samuel D. Proctor
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The Commitment of the Institution

The opinion was vehemently expressed that most colleges and universities reflect the general indifference toward the poor and the powerless that pervade society in general. Therefore, information is not the primary need; concern and commitment were said to be the real needs in dealing with the problem of the educationally disadvantaged.

The cautious beginnings made in opening admissions and revising retention policies were shown as evidence of apathy and low priority. The accompaniments to this caution are the begrudging financial allocations and the consequent inadequacies in staffing and in financial aid.

The first step should be a declaration of intent on the part of an institution to make a difference in the pattern of higher education.

Ways of Recruiting

Once a firm policy is set and the resources of staff and aid are made available, the next important issue is recruiting students who could benefit from the type of program offered at a given college or university.

Obviously, not every student needs a four-year college degree to fulfill his life's goals successfully. For some it would be a demeaning, dwarfing, and frustrating experience to be compelled to cope with a B.S. degree program.

There are over 200 programs that aim at the so-called disadvantaged. Some only hold out aid and wait for "takers." Some search for the fittest candidates. Others do more; indeed more must be done to avoid chaos and to succeed at changing the range of options for the disadvantaged.

While it is not possible to draft an absolute scheme for determining promise, a student who cannot show his capacity for college work through normal and accepted testing procedures should be given a chance to show such promise on some kind of an index. Some form of a rating scale can and should be established. For example, how can a student show that he exhausted every opportunity open to him even in a very limited and unchallenging environment? How can he show that his level of readiness required more effort and greater ability (reflecting a difference in opportunity, rather than a difference in capacity or aspiration) than that of others whose scores are much higher?

Thus some way of determining success potential should be devised and used.

Next, those, who are found, should be introduced thoroughly to the demands of college requirements. After all, it is not the recruiter but rather a large number of teachers etc.,with whom the student must deal, who vary widely in their interest in and awareness of special student needs. The student should be coached in the demands and, at an early stage, he should learn what Ernest Spaights calls "schoolmanship." This is the *savoir-faire* of survival--what teachers to avoid if one is marginal, what majors are manageable, how to budget time, how to be selective with a lengthy bibliography, and what rules are really enforced and which ones are ceremonial. Other students in the "swing" absorb such *savoir-faire* by osmosis from campus buddy-hood. The recruit from the disadvantaged population must learn this by artificial injection.

The third aspect of recruitment, apart from the routine announcements, is the admissions process. This should be simple and uncomplicated. The desirable arrangement is to have one person--one name--associated with admissions; regardless of how policy is established, one person should have the power to admit, to reject, and to drop or retain. Students who have seen bureaucracies operate at a distance, and often to their destruction, are distrustful of offices and functionaries. It will take time for them to learn to maneuver the "system."

The person in charge should be backed completely by the administration and his decision should be final. Special programs require this kind of tidiness. Such responsibility in one office imposes the requirement that the person in charge be impeccably honest and clear with students.

Meeting the Challenge of Educational Deficits

Recruiting and admissions are part and parcel with the issue of retention. Retention has to do with facing up to educational deficits. There may not be deficits in intelligence or in capacity, but there may be a deficit in previously acquired educational experience.

In order to prepare the student for services to him in this area, he needs to be shown what will be expected of him in competition with other students. Immediately this process may reveal the need for preparatory work.

Preparatory work for normal and regular courses is better than separate courses diluted for the weak. Unless a school is ready to prepare the student for its regular normal program, it should recommend another institution for him.

All retention problems are not related to subject matter and its mastery. Other issues relate closely:

1. The sensitivity of the faculty. A serious program will attempt to sensitize the faculty to the special problems of the disadvantaged. Many adults, who have never seen the arbitrary impediments of society crushing it victims, are unaware of why some people need and deserve special help. Persons with even a little privilege, who safely escaped the futility line growing up, are prone to assess others in the light of their own experience--an experience that is largely unexamined critically and is therefore no basis for comparison.

2. The student's load. In the early stages of academic life, it is advisable for marginal students to take a reduced load. This affords an opportunity to get adjusted to the subtleties of campus existence and survival.

3. Reading skills. All school work calls for reading ability. Reading ability is associated with comprehension and enjoyment of the reading experience. A student from a low economic community has lived in a world of contempt for the "intellectual." A strange "otherness" separates him from the life of reading and the world of books. The privacy, the quietness, the order, and the conversations that encourage reading have not been his. This relates to housing and the general atmosphere of an economically marginal social group. Thus, if he is to make it, his reading tools and experiences demand improvement at the hands of a skillful reading specialist.

4. Instructional techniques. Preparatory courses designed and offered to get the student ready for the life of scholarship cannot be the same memory hurdles that he has stumbled over all through high school. The teacher of these courses should have the imagination and the vicariousness to introduce subject matter at the level of curiosity of the student. He should know the idea coinage, the thought vernacular, and the life experiences of the disadvantaged. He should be sufficiently grounded in his own discipline to be flexible in curriculum development and to pursue the student's interest in an experience-related style of teaching. This work has to be pupil-centered rather than topic-centered. If this process is to be successful, it should prepare the

student for later success and the assumption of more responsibility for his own learning.

5. Social experience. For the poor white and the poor black, college is looked upon as a middle-class operation. The black has an even greater problem than the white has; he sees it as a western civilization, a European continuum, unrelated to his newly acknowledged awareness of his blackness and his African past. Therefore, it is especially important that courses in black history and culture be included to satisfy the black hunger to know more of his own background. Also, the total campus needs to awaken itself to this culture, this past, and the nature of black problems that are contemporary. Such programs reduce the hiatus between the black student and the college world.

   Afro-American Culture Centers afford extracurricular experiences and programs that are important allies to the class work. Such programs can reach students who otherwise would not be exposed to knowledge, current and past, regarding the black experience in the world.

6. Retention target. In order for the institution to take itself seriously on the question of retention, it should set targets and shoot for them. In this way, it can judge when the students are failing and when the school is failing also.

Facing the Problem of Identity

The disadvantaged student cannot be happy on campus if his life is so separate, so structured, and so labeled that he is marked as "one of them." Except for those functions that are essential to his success, he should be integrated into the total student life.

Campus crises that arise from the trauma of separation suggest that the student is not enjoying success and that his demand to be separate is merely to authenticate and give dignity to a separation that already exists implicitly. His life, his success level, his grasp, and his adjustment have all rendered him as one apart. He finds alliances with others who share the same estrangement. His ego needs cry out for a dramatic assertion of self-hood and self-determination.

This is the logical extremity of a long series of failures, beginning with a halfhearted institutional commitment.

Workshop No. 4

GUIDANCE AND COUNSELING

Panelist Presentations	James W. McKee R. Wray Strowig Sister M. Charles Ann Preston Richard R. Roth
Report of Evaluators	John J. Cook Cynthia A. Hill

GUIDANCE AND COUNSELING

James W. McKee
Coordinator of Programs for Culturally Distinct Groups
Wisconsin State University-Oshkosh

There are three basic kinds of disadvantaged students whose guidance and counseling needs are quite different. The three types are the economically disadvantaged, the educationally disadvantaged, and the third is both economically and educationally disadvantaged. You notice I did not make reference to culture; this is because I do not feel this is a significant factor in the success or failure of higher education students.

The most difficult from a guidance point of view, of course, is the both economically and educationally disadvantaged. This student admits to himself that he is lacking the basic skills, but it is difficult to get him to attempt the long-range remedial work necessary to bring himself up to minimum standards. This student typically stops going to the reading clinic after two or three times; he fails to show up for tutoring sessions; and he may stop going to classes in which he feels he is doing poorly.

These students want the help, but you almost have to beat them over the head to get them to take advantage of it. The only evidence you may have that he wants the help is that he remains in an environment in which he may be feeling humiliation rather than quitting for a factory job. He remains because he still has this desire to succeed in college. I feel the only effective way to counsel this type of student is to see him at least one hour a week and to pay close attention to his concerns. You've got to ask him, "How was that test last week?" He needs to believe someone thinks he can succeed.

This is a frustrating type of student to work with, especially for a counselor with strong middle-class attitudes toward broken appointments, unfulfilled promises, and an apparent lack of earnest effort. I do not feel the counselor has to be of the same race as the client, although it may save some time in breaking through. In short, a counselor for the economically and educationally disadvantaged may need the patience of a Job.

The educationally disadvantaged of consideration here is probably middle class. He usually has enough drive to get through. I feel this group varies the most. Some may not accept remedial classes while others are willing to try anything for a chance at success. Some may be in school to prove themselves, while others are there at their parents' insistence. In a normal college setting, this would be the forgotten student.

As a counselor, you try to arrange remedial and tutorial help. If he wants to stay in college, he takes advantage of it, but this is not to say the student cannot find the help or make the adjustment on his own. Typically, these students are hard to classify. Successful counseling experiences, however, may be much easier.

The last group, the economically disadvantaged, has problems which are easier to solve in Wisconsin if finances are the only problem. The competition may throw them at first, but they will have little need for you after their financial needs are met. I do not feel the counselor should force himself on this type of student.

A program for the disadvantaged should employ a number of people at perhaps the Master's level. One counselor should be randomly assigned to 25 students. Serious personality problems should be assigned to the Counseling Center, and these two groups should not be confused. Your staff should develop their own specialists in such areas as financial aids, reading, testing, job placement (part-time for dropouts and for graduates), etc., and yet these people should not try to duplicate services available elsewhere on campus.

Some special equipment (portable tape recorders) and maybe a small library geared to the basic courses may be desired. The most important ingredient, however, must be that your staff be committed to trying to understand and accept the student's particular orientation. Ideally, a counselor for the disadvantaged would have so much faith in the basic worth of a human being that he would have just as much concern for a skid-row bum as he would for a merit scholarship winner. Still, one cannot expect overwhelming success; in fact, failures are more likely than successes.

GUIDANCE AND COUNSELING

R. Wray Strowig
Professor of Counseling and Guidance
University of Wisconsin, Madison Campus

Imagine, if you please, a counselor who is working successfully with children and youth who are labeled as one of the following: ghetto blacks, reservation Indians, migrant Mexican-American, or white rural or urban poor. Currently these youngsters are our main concern in Wisconsin, although it is obvious that almost anyone anywhere could be educationally disadvantaged.

What functions should a counselor serve in working successfully with young people who fall into such categories? Actually, he would be doing what he ought to do with and for every child. In the present case, however, the need for help is likely to be much greater, and the difficulty of actually helping the disadvantaged youth seems overwhelming at times.

In brief, counseling ought to help disadvantaged youth (1) to accept themselves as individuals of dignity and worth; (2) to understand themselves as thoroughly as possible; (3) to make rational decisions and plans for themselves, with full consideration of their own values and their cultural context; and (4) to learn personal behaviors needed to make and implement decisions and plans, as well as to take advantage of opportunities that arise. Generally, the counselor will serve these functions primarily by working directly with youth, individually or in small groups, and secondarily by consulting with, referring to, and persuading others, mostly adults, to do things that will enhance the youth's opportunities and increase his successes.

On what bases could such counselors be selected for training and employment as helpers of educationally disadvantaged youth? There is precious little research and only slightly more experience that bears directly on this question. Given such a know-nothing basis, I suggest that the training program be open to anyone from adolescence upward in age, without regard to degrees, race, nationality, or religion; and that the first and foremost criterion for survival in the program be a "trial by fire." This trial would consist of living at least 12 consecutive weeks, maybe more in some cases, in the neighborhood environment of an educationally disadvantaged group, and becoming accepted as a helping person by these youth and their significant adults.

Selection data would include both observations and opinions, especially those of the youth and the applicant. Just becoming accepted would not suffice, since not every basis for acceptance might be congruent with the concept of helping youth to overcome educational disadvantages.

Moreover, since the counselor at times must be a liaison person between his counselee and adults or other youth, who may have a different cultural background, a part of the selection trial must include experiences at helping youth to relate to and be helped by these culturally different others. And, their judgments of the would-be counselor's effectiveness should be weighed also.

Finally, after the pool of successful applicants is identified by trial, they may be sorted into those who are academically admissible to a graduate degree program and those who are not. The preparation program for all potential counselors would be essentially the same, except that those eligible for and desirous of the graduate degree would be expected to develop research skills useful in helping educationally disadvantaged youth.

The basic program for all would be dedicated to training practitioners. The core would be intensive simulated and actual field experience under supervision. (Incidentally, one major problem would be to find counselor educators who can provide such training.) Each student would become involved with educationally disadvantaged youth, including A-V simulations, from the first to the last week of preparation, starting with much observation and case study, moving to role playing and real practice of small increments of counseling behavior, and then to full scale interaction with disadvantaged youth in a laboratory setting and finally in the field where these youth live. The last stage, of course, is the counseling internship experienced in a living-in situation.

Among concomitant learning experiences in the training program, certain ones are quite vital to the preparation of counselors who work with disadvantaged. Here are a few:

1. Sensitivity training, so-called, in order to increase awareness of thoughts and feelings of one's self and others, to improve skills in communicating same, and to evaluate and strengthen the depth of one's commitment and faith in helping educationally disadvantaged youth;

2. Appraisal and diagnostic skill development, especially using observational and other nontesting methods that help highlight the presence, if any, of cultural bias;

3. Knowledge of the history and culture of the people with whom one expects to work;

4. Knowledge of and specific training in working within the school and community power structure, including its political and economic nature, as well as its resources for helping disadvantaged youth. (Let us not assume that one's skin color or social class presumes that one does or does not possess such knowledge.)

There is no question in my mind that the counselor must be the central figure, other than the youth himself, in the whole enterprise of educating the disadvantaged person. He is central in the sense that he should help the youth get to the classroom, profit from it while there, and use the results of learning after class is over. Most of all, the counselor's centrality involves helping this youth to nourish and have flourish a sustaining and renewing sense of faith in himself and his fellow man. Wisconsin cannot tolerate any lesser condition for any of its citizens. Therefore, the State ought to provide the necessary financial and moral support for both youth and their counselors-to-be as a significant step in keeping with our common tradition.*

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*Specifically, Wisconsin should provide educational expenses and study-for-pay rewards for educationally disadvantaged youth in monetary and pay-in-kind forms equivalent to $1,800 per year per student. For selected counselors-to-be, training stipends, including the trial period for all applicants, amounting to $3,000 per year dollar equivalent, should be awarded. Family allowances should supplement this figure. Contractual agreement to work with educationally disadvantaged youth for a time equal to that required for training, or else repayment as a loan, would be expected of the trainee.

GUIDANCE AND COUNSELING

Sister M. Charles Ann Preston
Assistant Professor in Spanish
Mount Mary College

In serving the disadvantaged student, as well as in serving all students, the whole person and his needs must be considered. When determining the function of guidance and counseling services in increasing human potential through educational change among the disadvantaged, the basic needs of the student must be kept in mind. Thus, this paper proposes to survey those needs and the relation of the counselor to them.

First, one must examine the material needs of the students. Many disadvantaged students are unaware of available financial help, student health insurance, and student discounts (on airlines, at places of educational entertainment, etc.). It is the duty of the counselor to make the student aware of these aids and to assist him in using them. This may mean guidance in budgeting, assistance in filling out request forms, introduction to banking procedures, etc., all of which serve a highly educational purpose as well as help to fulfill basic needs of the student. These services and aids should be offered openly and freely to all students, so that the natural hesitation, shyness, and fear of the disadvantaged student will be overcome.

The need for material security is particularly acute among the disadvantaged. Any financial aid program which can guarantee only one year of study to the individual should never be begun. If there is no means for assuring a student that, if he is successful as a student, his education will be uninterrupted because of financial need, then it would be better not to start the student in a program. The added anxiety of the imminent termination of his scholastic career is enough to undermine most of the positive effects of any program, however well conceived.

Secondly, the institutions of higher education must consider the social needs of the disadvantaged student. One of the most acutely felt needs of any young person, and most especially of disadvantaged youth, is that of a sense of being accepted--of self-worth. Any program which sets the disadvantaged student apart from the rest of the college community is blind to this need and runs the risk of being very detrimental to the personal development of the student. One of the most common complaints of disadvantaged students, who usually belong to minority groups, is that of "apartness." They frequently experience a sense of aloneness, and often ask, while hesitatingly learning about "going to college," how many others "like them" will be around and how the other students will treat them. Thus, students should be well-integrated with the nondisadvantaged students from the beginning. At the same time, no effort should be made to force the student into modes of behavior contrary to his own culture.

Disadvantaged students should be encouraged to participate in the various social, academic, and service activities on the campus. The idea that involvement in such activities is detrimental to academic achievement is not borne out in practice. Once again, the importance of integrating the student immediately into the mainstream of college life outweighs the loss in time which might otherwise be devoted to studies. If these activities are also related to the student's own culture and particular interests, they will also help to reinforce healthy attitudes of self-worth. It is evident that the student must receive guidance in maintaining a proper balance in such participation, however.

Consideration of the psychological needs of the disadvantaged student must be basic in any program devised by the institution of higher learning to help them. This seems self-evident. However, it appears that the educators' very real concern for the academic success of the student sometimes causes a loss of perspective in this area. We know from research that one of the most fundamental needs of the disadvantaged student, no matter what his background, is a sense of his personal worth. The frustrations inherent in a life of poverty, the effects of racial and other minority group prejudice, the limitations of environment, all contribute to a sense of inadequacy. Thus, the first consideration in the development of any program must be an examination of that program in the light of the psychological effect on the student. These students are telling us now that they are "tired of being experimented on." They recognize their need for help. They appreciate the interest of educators, counselors, fellow students. But they want most of all to sense their own value because they are being treated like a regular college student, not one who is particularly interesting for his problems, his needs, his attitudes, or simply his belonging to a minority group. Hence, any type of assistance must be offered in an individual, nondegrading way.

Tutorial programs should be so arranged that only the tutor and student know that it is going on. The student's freedom to choose in the area of curriculum, activities, number of credits to form his total load, etc., should not be curtailed. By so doing, the institution is delaying the development of mature, independent action, surely one of the most fundamental goals of higher education. It should be remembered that the disadvantaged student is highly motivated in seeking a higher education. He is in many ways more mature than his fellow students since he has usually worked and has frequently had to assume much family responsibility for the welfare of younger siblings. Why, then, can this student not be trusted to choose for himself, with proper guidance, the type of program and academic assistance which is best suited to his individual needs?

Instead of the usual battery of tests given the incoming disadvantaged student, a program designed to increase the student's test-taking skills should be offered. A perceptive counselor should easily be able to identify the student's educational strengths and weaknesses in such a learning situation if the group is kept small. Thus the same result could be obtained as with the battery of tests, while avoiding the frustration of the student in experiencing more inadequacies as he struggles with numerous tests, most of which give only questionable evaluation of his intellectual potential.

Psychological counseling should be readily and discreetly available. Students from multiproblem families frequently have emotional problems which hinder learning, and which the university can help resolve.

The academic needs of the disadvantaged student are most evident. Much has been done to attempt to fulfill these needs. Much more needs to be done in the area of curriculum, scheduling, flexibility, knowledge integration, skill building, etc. An essential part of most programs for the disadvantaged includes tutorial and remedial programs. In view of the previous discussion, it should be clear that such programs must be structured in such a way as to eliminate the stigma attached to the "remedial," "disadvantaged," and "poorly prepared" labels. Skills centers, such as those proposed for the new Federal City College in Washington, D. C., to which all students, not merely those needing remedial assistance, are welcome, are highly commendable. These skill centers using multimedia approaches, faculty and fellow-student tutors, and varied locations and time schedules give the individual student freedom to choose to work on those skills needing remediation, or merely upgrading, at a time and in a way which is self-initiated and motivated. They remove the stigma of a "remedial" program, which in our current school system is all too often associated with a type of punishment or deprivation for the disadvantaged student.

The disadvantaged student is seldom motivated by delayed gratification. Therefore, any academic program should be designed to take each individual where he is, give him an early feeling of success, and then later fill in the gaps where necessary to provide a well-founded and rounded education. The counselor must listen to the student and encourage him to develop to his own optimum level of productivity and self-esteem as soon as he can, in his own way.

Since almost all disadvantaged students seek higher education to improve their chances of getting a better job, fulfilling the vocational needs of the student is essential. All those in contact with the students must stop giving encouragement to the idea that the only way to happiness and success is the regular four-year college program. Each student should be guided to form the type of program which will answer his interest and vocational needs. Students who choose the associate degree and then later decide to continue for a bachelor's degree should be allowed to do so with little difficulty in transition. Work-study programs must be initiated at all levels, in all schools, not merely in technical programs, but in professional and preprofessional areas such as law, medicine, education, architecture, etc.

Students should be encouraged to enter new, challenging fields. Most minority-group students will choose safe, traditional professions and areas through lack of knowledge of the possibility of their entering other fields.

Identification and encouragement of prospective graduate students must be begun early in the academic career, hopefully during the sophomore year, certainly during the junior year. A program of additional tutoring, counseling, and preparation should be a regular feature of all universities with graduate schools, not only for their own undergraduates, but for students in other colleges, particularly in the South.

Some general conclusions can be drawn from the preceding consideration of basic needs. First, counseling must be personal and continuous. Each student should know a staff member personally, as a friend. To implement this there will have to be a vast increase in counselors. To facilitate such personalism, regular faculty members teaching these students could be given additional assistance in the form of workshops, courses, etc. to prepare them to serve as academic counselors for a small group of students. The use of upperclass disadvantaged students to guide incoming students is essential. A valuable relationship for both students will result. Wherever possible, counselors should be drawn from the same minority groups as the disadvantaged student.

Programs must be designed for the students, with the students. Institutions of higher learning in urban areas, where the majority of students are nonresident, should establish day care centers for students' children, should schedule classes at hours convenient to the working student, and should involve itself and all its students, including the disadvantaged, in current urban affairs.

Whenever possible, students should be resident on the college campus. However, care must be taken not to educate and guide the student in such a way that he loses his identification with his own people and culture. The object of higher education is not to make nice, middle-class, white majority-minded products. Counseling must be realistic and kept constantly within the framework of the students' background, needs, and interests.

Particularly in working with the Spanish-speaking, special attention must be given to counseling the parents. Research has shown that minority group parents are definitely interested in the education of their children, but often they are unaware of the full implications of education. For most Spanish-speaking parents, their child's graduation from high school marks a precedent in the family. They are unaware of the advanced educational needs of our technological society; for them, with only a third or fourth grade education, high school graduation is a culminating point. Thus, intensive counseling of the parents must be given so that they may play the necessary supportive role in assisting their child to overcome the many difficulties inevitably faced in college. The closely-knit family structure makes this imperative. Parents must be assured of the value of advanced education and most especially that their child will be well taken care of, particularly if a girl.

We all recognize the importance, and the frequent failure, of the high school in the development of the potential college student. Until such time as we are able to effect significant change in the counseling, curriculum, and programming of elementary and secondary schools, it will be necessary for the institutions of higher learning to assume this responsibility. Thus, counseling of prospective students must be begun early, hopefully in the sophomore year. Such programs as those using potential college students as tutors of other lowel level students, hopefully with token pay, are probably more successful than elaborate efforts to tutor the potential college student himself. Opportunities to build skills in test-taking, English, and reading should be freely offered.

GUIDANCE AND COUNSELING

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The school counselor is a member of the school staff with graduate-level training in counseling and related services. He is concerned with and accepts responsibility for assisting all pupils. The counselor's major concern is the developmental needs and problems of youth. Through a planned program of services which include counseling, individual and group appraisal, placement, occupational and educational information, and follow-up, the counselor assists the student in the process of "becoming." The counselor helps the student to answer the important questions, "Who am I?" - "What can I become?"

The Counselor and Disadvantaged Children

In working with children who are disadvantaged, the counselor, too, is disadvantaged. Because of the complexity of the problems of disadvantaged children, the counselor needs to have the training and conditions of work which will afford him a measure of success in working with and for disadvantaged children. The traditional guidance program is not the solution. To develop a program of guidance services to meet the needs of disadvantaged youth the following factors must be considered:

1. Counselor Mobility. The school system should provide a flexible work setting and environment for the counselor. If the situation suggests such activities as home visits, visits to employers, involvement with post-high school educational staff, working with other social agencies, etc., the counselor should have the freedom to move about outside of the school setting to accomplish his objectives. A school-bound counselor cannot provide the kinds of assistance needed by youth within a framework of broad educational and vocational opportunities outside of the immediate school setting.

2. Counselor Education Programs. Counselor education programs should offer additional course work and appropriate field experiences for all counselors and especially for counselors who are planning to work with disadvantaged children. Carefully planned internships in inner-city schools and other social agencies would be invaluable in the preparation of school counselors who will work with disadvantaged children.

3. Counselor Inservice Programs. Counselors presently employed should be provided with a well-planned, ongoing inservice program. The expertise in the area of effective ways of working with disadvantaged children is available. The school has the responsibility to provide an intensive inservice program for the guidance staff to bridge the gap between knowledge and practice.

4. Counselor Selection. Not all school counselors can effectively work with disadvantaged children. Counselors should be carefully selected for these assignments. In some cases, self-selection may have merit. The arbitrary placement of counselors regardless of the unique needs of the children in the work setting is sheer waste of professional talent.

5. Counselor-Student Load. Because of the complexity of the developmental needs of disadvantaged children, the counselor should have a significantly reduced counselor-pupil ratio. To work effectively with disadvantaged children the counselor needs time--time to do the job. The counselor-pupil ratio in this case should approximate 1:250. The traditional counselor-pupil ratio of 1:400 or 1:500 students is completely unrealistic.

6. Extended Counselor Employment. The counseling and guidance of disadvantaged youth is not a nine-months-a-year job. Counselors should be employed on a twelve-months, year-around, basis to provide additional time and a broader range of opportunities to work with his students.

7. Head Start. Counseling and guidance programs must start early in the life of the child. The success of programs like Head Start clearly indicate that public preschool and elementary education programs including guidance programs and other pupil services programs are a necessity.

In conclusion, perhaps the counselor should consider the following quotation. An eleven-year-old "culturally diverse" child paraphrased the Twenty-Third Psalm in this manner:

> The Lord is my probation officer (counselor).
> He will help me.
> He tries to help me make it every day.
> He makes me play it cool.

GUIDANCE AND COUNSELING

REPORT OF EVALUATORS

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In a very broad sense the session on counseling and guidance of the "disadvantaged" could be encompassed within the general paradigm of problematical inquiry. That is, there was expressed discontent, a sense of trouble and perplexity with both the nature and the effectiveness of the counselor in relation to the "disadvantaged" child and adult. During the course of the session, the nature of the obstacles to effective counseling were explicated. Hypotheses or strategies to surmount these obstacles were generated. Probable consequences of these solutions were considered. The final phase of the problematical paradigm, that of choosing and testing alternative strategies, did not lie within the charge given the session participants at this time.

In this paper, an attempt will be made to encorporate the contents of the session within the above paradigm. The perplexity and discontent with effectiveness were self-evident in the session and need not be further elaborated here. It should be noted, however, that without this ferment, the session would not have been as productive as it was. Several short, prepared papers were presented by members of a panel.

Obstacles to Effective Counseling of the Disadvantaged

The obstacles to effective counseling brought forth by the participants resided within the counselor himself and within the person being counseled. Institutional shortcomings were noted as were unfavorable aspects of the community or cultural milieu in which the disadvantaged person attempts to maximize his potential. Many of these concerns would, at first glance, appear to be legitimate grist for the counseling mill. However, it is a positive commentary on the counselors that they, as professionals, were able to appraise their professional activities and find them wanting in terms of achieving their basic goals. This posture can be contrasted with some profession wherein the professional activities have attained such a degree of functional autonomy that the original reason for the activities is very seldom, if ever, considered.

Intrapersonal Obstacles

A number of factors within the counselor himself were identified as standing in the way of providing help for the "disadvantaged." Typically, these shortcomings could be traced to the inappropriateness of the training he has received. Specifically, the training has not been change-oriented. The training procedures and models provided by the university equipped him to maintain the status quo, to encapsulate himself in a rigidly prescribed role rather than inculcating the desire to continue growing both affectively and cognitively. His training has foisted on him testing techniques which are irrelevant in the sense that the data they provide are virtually useless in working with the "disadvantaged."

The need for increased sensitivity on the part of the counselor was recognized. The myth of objectivity was implicated in this obstacle. The lack of sensitivity was identified as preventing communication with, and acceptance of, the "disadvantaged." It manifested itself in various ways. There was the problem of overgeneralization. All Indians are viewed as the same, whereas tribal differences are considerable. There was the problem of overprojection. The Indians', the blacks', and the Spanish Americans' perception and experience of time is quite different from that of the white middle-class counselor. Yet no allowance seems to be made for this factor in counseling.

Finally, there appeared to be limited commitment on the part of the counselor to really involve himself in the world of the disadvantaged counselee. This lack of commitment was seen as an obstacle standing in the way of effectively helping the disadvantaged. Manifestations of this phenomenon are the labels (such as the "disadvantaged," used in this paper) used to effectively distantize the various groups of those presumably being helped.

Obstacles within Counselee

It is possible to view obstacles within the counselee which impede the counseling process as having their genesis in the immediate environment or the history of the individual. However, whatever the casual nature of these obstacles, they manifest themselves in the counseling milieu as the counselor attempts to help the individual; were they not present, the guidance process would be more effective.

In the conference, two impediments stood forth. One was the lack of skills appropriate for coping with a complex society. Inability to read well and the inability to think abstractly seemed to be the major concerns; both provide an indictment of the formative educational process. A second area of concern was the self-concept of the "disadvantaged." Here the problem of identity loomed large. Many youngsters, it was reported, do not see themselves as Indians or blacks until they are defined as such by their white peers, with the attendant negative connotations, at a later age. Since people tend to act consistent with their self-perception, the counselor is then faced with the difficult job of modifying negative aspects of the self-concept so that the individual can be freed up to maximize his potential.

In terms of motivation, the concensus was that the majority of the younger "disadvantaged" see education as a path to betterment of their condition and demonstrate a desire to succeed in school. The school as an institution, however, must be prepared to bend a little to make the learning environment relevant to the life styles of these individuals.

Institutional Obstacles

The largest source of obstacles to effective counseling of the "disadvantaged" appeared to be the educational and administrative institutions themselves. Most of these impediments had their genesis in the often-observed phenomenon that any institution, conceived for whatever noble cause, tends in a very short time to have as its main concern the perpetuation of its own existence to the exclusion of other concerns. Given this self-seeking tendency of the institutions, the counselor concerned with helping the individual finds his work negated. This is not surprising since in the final analysis, institutions are society's method of perpetuating the status quo. Allowing and encouraging the poor and "disadvantaged" into the mainstream of American society is, by definition, going against what has heretofore been the status quo.

The conflict in goals between the individual counselor and the institutions took a number of forms. As part of an institution or system, the counselor receives rewards from the system, generates loyalties and engages in instrumental acts which work to perpetuate the system but at the same time tends to stand in the way of his meeting the needs of the individual client. He has, for instance, to work through and with financial aids officers and other administrators whose forms and regulations are a constant source of frustration engendering much hostility on the part of the "disadvantaged" student. Moreover, the counselor is hard put to justify these paper and administrative road blocks. One result is that the student acquires a marked distrust of the whole system, including the counselor.

Many counselors feel "boxed in" by the system, with little room being left to grow and develop into a fully functioning person in their own right. Here the energy devoted to form filling, the inflexibility of scheduling, and the irrelevance of administrative solutions to the problems encountered by the counselor stand out. The irrelevance and insensitiveness of some of the administrative solutions were brought out in the conference. In some schools, special colored foods stamps are given to the poor. At mealtimes, these children are identified as (say) green stamp holders and forced to form separate lines from the other children. This sort of activity would effectively negate any attempt of the counselor to integrate these children and to improve their self-concept.

Another example of bureaucratic insensitivity was brought out with respect to the federal government's handling of the Indians. A number of years ago, it was fashionable to think of the Indians as soldiers. In Indian schools across the country, Indians marched wherever they went. A bureaucratic edict then decided they should be farmers and programs to this end were implemented with little success. The reason was that the Indians look upon the earth as mother. The thought of gouging and tearing up their mother (albeit symbolically) just did not agree with them.

The irrationality and ineffectiveness of much bureaucratic planning and maneuvering has been the perennial source of many good jokes and was considered in the conference as an obstacle to effective counseling of the "disadvantaged." The inability to communicate the purpose, goals, and procedures of such programs, good and bad, appeared to be the main irritant.

Community Obstacles

The education of the poor and "disadvantaged" has to take place within a community--most often an affluent, white, middle-class community. Pre-judging and misunderstanding of the "disadvantaged" by the citizens of these communities appears to be the rule rather than the exception. These attitudes and ignorances work to undermine the effectiveness of the counselor.

Strategies for Effective Counseling of the Disadvantaged

The third and fourth phases of the paradigm of problematical inquiry, strategy or hypotheses generation and exploration of the consequence, are presented in this section of the paper. A number of the panel members presented relevant and well thought-out papers developing alternative strategies in various areas.

Professor Wray Strowig of the Department of Counseling and Guidance at the University of Wisconsin, Madison, developed a number of points relating to the selection and preparation of counselors to work with educationally disadvantaged youth.

Sister M. Charles Ann, SSND, Ph.D., Director, Guadalupe Center, Mount Mary College, Milwaukee, offered some practical implications of the basic needs of disadvantaged students in the area of guidance and counseling.

Richard R. Roth, Ph.D., Supervisor in Guidance and Counseling, Wisconsin Department of Public Instruction, suggested institutional and educational modifications which would increase counselor effectiveness.

Summary

The discussion session of the whole group yielded a number of specific strategies for overcoming obstacles to effective counseling of the "disadvantaged." These strategies, to a certain extent, overlapped some of those offered by the panelist. Thus the following points can be considered summary statements of courses of action. As such they are stated in the form of injunctions. In making the following points, it is assumed that the counselor's primary professional responsibility is that of helping the individual client make the most of his potential within the context of the society in which he lives.

1. The counseling enterprise, particularly for "disadvantaged" clients, should be allowed to operate independent of the educational institutions--public school, university, or college. It would seem that only in this way can effective communication with the client be established.

2. A corollary of the above is that the counselor of the "disadvantaged" should be prepared to live in, or at least spend a great deal of time in, the community from which his clients come. Here again the concern is that of communication as engendered by increased sensitivity and understanding of the lot of the "disadvantaged."

3. In order to allow the trained counselor to more effectively use his time, form filling and record keeping should be kept at a minimum through the use of clerical aides and/or a reduction in these requirements by the bureaucracy.

4. In meeting the manpower needs in counseling, equal emphasis should be given to the needs of the rural and urban poor and of the various minority groups.

5. If a university or college accepts minority groups on its campus, then it must be prepared to take the lead in modifying community attitudes and increasing the community's understanding of the minority group. It was suggested that such undertakings as cultural centers could serve as the focal point for dialogues between the community and the minority group.

6. The Department of Public Instruction should have authority to selectively fund, under NDEA or some other source, special projects related to the inservice training of counselors. Two immediate concerns presented themselves. One was a series of T-group sessions to increase sensitivity. Another area of concern was that of tests. It seemed that testing as a source of information about the "disadvantaged" has to be thoroughly evaluated and/or counselors have to receive additional training in the use and limitations of test scores.

7. The rigidity of the educational administrative system was repeatedly alluded to. However, specific strategies to overcome this obstacle to effective counseling of the disadvantaged were not easy to come by. One suggestion was that fiscal officers and instructional personnel should either take courses in counseling or be counseled.

8. Research continues to be needed in the area of counseling the "disadvantaged." This should be the action type of research primarily, although pure research of the type which contributes basic knowledge is needed also.

9. Finally, in implementing any of the above strategies, the personnel involved should be involved at crucial decision points along the path of action.

Testing Alternative Strategies

The final phase of the problematical inquiry paradigm, that of choosing and testing alternative strategies, implies several things that the evaluators would like to emphasize. First, the decision-makers should be prepared to explicate the value of the outcome of the various strategies open to them. This might be no more than a simple ranking of the outcomes. They should also indicate the probability of achieving the various outcomes. The combination of these two factors should then determine which strategy is chosen. It would seem to be of value to have a committee make these two parameters of decision-making explicit.

Secondly, and perhaps most important, whatever strategy is chosen must be considered tentative until it has been found effective in achieving the specified outcome. In this way, the erection of mini bureaucratic structures can be avoided. What is being alluded to here is the need for continuous and conscientious evaluation of any of the strategies chosen to act upon.

Workshop No. 5

FACULTY SENSITIVITY TO PROBLEMS

Panelist Presentations	Velma Hamilton Amy Henderson
Report of Evaluators	Glen C. Pulver G. John Stoelting

FACULTY SENSITIVITY TO PROBLEMS

Velma Hamilton
Assistant Chairman, General Education
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Educators like to feel some pride in the competencies and knowledge that students acquire; we share the belief that we help to shape the emergent social systems. By the same token, we share some of the blame for the attitudes and values that make necessary a conference such as we attend today.

We live in a society that increasingly prescribes education as the passport into the desirable political, economic, and social realms. Yet, as guardians of the passport office, we must assume a part of the responsibility for narrowing the chances for successful participation of a large segment of our youth. And if we agree that all youth of ethnic and racial minorities are somehow disadvantaged, then this segment may add up to more than 20 percent of our students.

Two personal anecdotes may serve to illustrate some of our shortcomings. Shortly after the 1954 Supreme Court decision on school desegregation, a friend and teacher in our school attended a national meeting of the American Psychological Association. In a session which she attended, one school psychologist said, "Oh well, we have a means to protect our schools. We will just *test* them out." Whether this represented one man's opinion or was an agreed-on policy, it does describe what I believe was and still is, an all too common attitude among school personnel--administrators and teachers--toward the education of minority group students. Instead of being in the vanguard for the liberalization of our society, some of us have been the handmaidens of the power structure, sometimes supporting racist attitudes and collaborating with bias, consciously or unconsciously.

At our school we have a small group of students whose parents are migrant workers; this has given me a second anecdote. These students have not completed high school, but have passed a general educational development test and are now trying to absorb a post-high school curriculum. They are supported by the State Rehabilitation Department. About two weeks ago, one of these students came to talk about her grades and in the course of the conversation, asked if we would write to her parents to try to convince them to let her stay in Wisconsin. I suddenly realized that I had taken for granted that parents in migrant camps in Texas or New Mexico would be so grateful to have their children in classrooms that they would forfeit any right to be concerned about their welfare while in Madison. Insensitive? You bet!

What do we mean by sensitivity? I asked one of our psychology teachers for a definition and he quoted an authority: "the ability to predict what others will feel, say, and do about you, themselves, and others."

Are our teachers able to predict what educationally disadvantaged students will feel, say, or do about themselves and their problems? What attitudes do they display? I believe that I can identify on this basis, five groups of faculty members on the staff of our school.

1. Some teachers are indifferent. They are not concerned about social issues, least of all about racial issues. Teaching is for them a means of obtaining money and time for the pursuit of other interests. They are not hostile to students nor are they helpful.

2. Some faculty members are frightened and uneasy when more than two or three blacks, or Puerto Ricans, or Indians, happen to be in their class. Many teachers from white, middle class backgrounds have been isolated (and insulated) from the culturally different. Such individuals are often uncertain about emotional overtones in any situation and are so conscious of conflict potential that they go to almost any length to avoid controversy.

3. Some faculty members are themselves status striving or have wives who want to be socially mobile. Many of these people have immigrant backgrounds and consistently avoid any behavior that might be unacceptable to those whose acceptance they seek. They do not identify with the "underdog" from which role they have often so recently escaped.

4. Some teachers are deeply committed to helping the underdog. They have a mission--to lift the deprived, to prove that they "are on the right side." Many black students find this type of teacher patronizing, insincere, and, in their words, "phoney." The young people whom I know, whom many of us define as deprived, do not think of themselves necessarily as being deprived. They certainly do not want to be "uplifted."

5. The truly sensitive teachers are those who have deep personal convictions that students can be educated (led out) and who have a professional commitment to this end. Such a teacher is accepting of himself and can accept others as the same kind of human being. He is competent in his subject matter field; he is innovative in his teaching methods; he is concerned when learning does not take place; he realizes that textbooks and classrooms are at best partial and limited tools for reaching the hearts and minds of students. He realizes, further, that more education goes on outside the classroom than inside.

If the foregoing description of the sensitive teacher is even moderately accurate, and if there were a bare majority of them in our school systems, our problems would be minimal. I would suggest three proposals:

1. The concern for a subject-matter field often blinds the teacher to the fact that not all students are equally interested in or able to master every subject. In subjects not particularly related to a major or an occupational skill, teachers should not expect the same level of performance as in subjects that are so related. The nonrelated subject may be mathematics, or English, or history, or a foreign language. I would suggest that a system of pass-fail grades might relieve the pressure of repeated failure and frustration of students who have poor backgrounds in these areas.

2. Relevance of materials. Many teachers have had their preparation in traditional institutions with traditional materials and methods. It is no secret that tradition has been slanted if not biased in favor of a particular group. Examples and illustrations from this traditional pattern of living give little opportunity for the student who is culturally different to identify with the material presented in the classroom. The sensitive teacher will be aware of the gaps in his own education and will realize that he is teaching individuals, not subject matter.

3. Sensitive teachers need to work actively to change the racial imbalance in the staffs of our schools. They should propose to administrators that faculties as well as student bodies be culturally mixed.

What I am proposing in these three suggestions is that teachers take the initiative for making changes in the all too bureaucratic structure of American education.

It is impossible to know just how many sensitive teachers we have in the schools and colleges of Wisconsin, but I can safely say that there are not enough. To improve the situation, we can hope to change the attitudes of some of the deficient ones, but we must be realistic and not expect to change many of them. College teachers, especially, are highly specialized, remote, impersonal, and dedicated to the search for knowledge in some cases. Many of them separate their roles as teachers from their roles as citizens and feel no responsibility to the student who can't "hack it."

Therefore, we must look at other possibilities. We can change the curricula in teacher education. We can provide firsthand encounters for teacher trainees with culturally different individuals and groups. Concern for basic attitudes toward racial, religious, and ethnic minority groups might even be made a measure of fitness to teach. Perhaps the best we can hope for is to establish on our campuses true community--a community in which all share in the dynamic experience of mutual teaching and learning. Such communities may then prove to the larger society that democracy is indeed a possibility.

FACULTY SENSITIVITY TO PROBLEMS

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I am to address myself to the question of how the faculty to greater degree might recognize the problems of the educationally deprived. But I would first like to summarize the attitudes of the faculty toward the average university underclassman--as viewed by a student, myself--to give you some feeling of the kinds of barriers imposed under normal circumstances to students who have been given some adequate preparation for the university environment. I would hope that you can project how amplified these barriers become then to a student who is classified as inadequately prepared for the university by standards now enforced. I will then turn to a discussion of present faculty involvement specifically in the Experimental Program in Higher Education at the University of Wisconsin - Milwaukee, and how it needs to be extended.

Most students, I think, enter the university with the idealistic impression that, four years later, they will march out as broadly educated members of society. The professors they see from 30 rows back in their introductory courses somehow seem to be incredibly wise--and thoroughly unreachable. Unfortunately, a few professors begin to believe and actively perpetuate this myth. The idea of actually going to see your professor without the insulating cover of 300 other students to protect you from his intelligence and wit is a fantastic barrier for the student to overcome. Thus, some students go through their first two years in college without a face-to-face meeting with a professor--and if he's a full professor, it may take another year.

While some of the blame for this lack of contact falls on the students, a share also belongs to those faculty members who see themselves in a kind of "noblesse oblige" relationship with their students, and set themselves up as feudal-like barons--so that even when they do condescend to meet with their student-serfs, they treat them with all the respect a man with three degrees feels is proper vis-a-vis the lowly undergraduate. This, I think, is carrying the Lockian concept of "tabula rasa" a bit too far.

In all fairness, there are factors which propagate this system beyond the control of most professors. For example, time is certainly a major factor; professors are obligated to do extensive research not only for their classes, but for publication--publication, that's the unique symbol of competence established by the university structure, and professors are rated accordingly. Combined with teaching an average load of three courses and attending the all important committee and departmental meetings necessary to a professor's career, little actual time is left over for contact with students. And whatever incipient interest a professor may have toward his students is gradually snuffed out by pressure from his colleagues. For example, raised eyebrows often greet the professor who is caught talking with a group of students outside the classroom--it tends to put him in a rather subprofessional stratum if he is suspected of associating with students. Yet it is not considered unusual--or detrimental--for a professor to lecture from dog-eared and yellowed class notes. Something is wrong here.

And something is wrong when there is only a small minority of the faculty who will reach out to students, who will come to them out of interest--the question arises, "How do they manage this time when their colleagues cannot?"

Something is wrong when you've had a professor for two semesters in a row and you're surprised when he remembers your name.

Something is wrong when a professor isn't given the time to really know his students--when the only time he has for students out of class is categorized as "left over."

It would appear that two basic alternatives are confronting the university in general and the faculty in particular. First, since the faculty must function within the framework of the university, should the institutional structure be geared at (a) research, or (b) teaching? Perhaps the university needs to be divided into a kind of dual faculty, those whose primary interests lie in teaching, and those who prefer research. In this alternative, there would be no pretension at trying to accomplish both objectives, nor would a student be put in the middle of this controversy--at least he could walk into a classroom and be aware of what he's facing.

The second alternative would be that rather than an "either-or" dichotomy, a faculty member would determine his primary interest area, research for example, but then make a commitment to excel in teaching also. In this way, he would be able to further his own discipline without failing in his responsibility to his students as an educator.

The point that emerges from this whole quandary is that students are no longer accepting their status of serfdom--they are reacting to the very things I have addressed myself to today. For even in our somewhat tempered idealism, we still feel that the university's role ought to be one closer to leadership in a changing society--that is, a resource pool from which a better society may arise--rather than an institution which acts as a static perpetuator of things as they are--or were.

I would now like to turn to present faculty involvement in, and sensitivity to, educationally disadvantaged students at the UWM. The Experimental Program in Higher Education at the UWM was established to meet the problems of this student population; overall faculty involvement in this program is crucial. At present, a number of faculty members have been involved as consultants at various stages in the program; another 12 to 15 participated in the Orientation Program at the beginning of the first semester (most of whom have done little since); and three have been directly involved through teaching course sections specifically structured for students enrolled in the Experimental Program. When you're talking about a total faculty community of 900, that is not a very satisfactory number of faculty directly or indirectly involved in the program, or even aware of it.

Thus, increased faculty involvement is essential to the success of the Experimental Program. However well-intentioned individual professors are, the potential of this program will be realized only through greater faculty awareness and formalized support.

Primary faculty involvement in the future of this program will grow from a Faculty Advisory Council. This 21-member council will include seven students, seven faculty members, and seven community leaders. At least four of the selected faculty members must teach full or part-time in the Experimental Program. Whenever possible, the teaching staff of the Experimental Program will be appointed on a joint basis with the academic departments of the university.

Other direct faculty participation will be through workshops involving professors and small groups of students, and through an expanded tutorial program utilizing teaching assistants as well as professors.

Somehow, and especially in an urban situation where the university simply cannot operate in isolation, the faculty must become more aware of and actively concerned about the problems of the educationally disadvantaged. They must help us break down the old barriers--to reach out, and not to say, "I don't have the time," or "Why?" When I hear this, I think of what Shaw wrote, "Some people see things as they are and ask why....I dream things that never were and ask why not."

EVALUATION OF WORKSHOP #5 -- FACULTY SENSITIVITY

Glen C. Pulver
Dean of Human Resource Development
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G. John Stoelting
Director of Program for High Risk
and Disadvantaged Students
Wisconsin State University - Eau Claire

Faculty sensitivity to individual student concerns and needs is an absolute necessity for effective education. The degree of sensitivity to the problems of the educationally disadvantaged depends upon:

1. The teacher's individual makeup based upon his experience.

2. The problems of general school operation.

3. The restrictions imposed by the educational system.

The Teacher's Individual Makeup Based Upon His Experience

His sensitivity ranges from the indifferent, through fear, uneasiness, and patronization to real understanding. The nature of the teacher's family and personal life style, community experiences, formal education, and work experience determine his capacity to be responsive to the concerns of the student inside and outside of the classroom. Many Wisconsin teachers come from middle class white backgrounds with little or no experience with minority groups or the impoverished. This insulation and isolation has caused a high degree of insensitivity.

The Problems of General School Operation

The teacher as a part of the professional staff faces problems of lack of sensitivity when he is placed in a choice situation involving recognition of student needs and welfare as against such matters as personal concern for salary schedule, for working conditions, for patterns of staff and pupil control, for administrators, and for peripheral duties.

The Restrictions Imposed by Educational System

The general impersonal regulations imposed by central offices and administrations often do not fit the specific needs or concerns of the educationally disadvantaged. The teacher and student all too often suffer with an "all things to all people" curriculum. The evaluation of learning success and teaching ability may have little to do with the achievement of the real goals of learning. Universities are especially guilty of rewarding research competency and ignoring teaching ability. Rigid institutional policies may prevent real response to the needs and concerns of the educational program.

If faculty sensitivity is to become a reality, a series of positive steps must be taken.

1. To improve individual teacher sensitivity:
    a. Qualified teachers of diverse cultural backgrounds and divergent points of view must be sought and employed in all educational systems.
    b. Teachers should become involved in the life style of the students and the community.
    c. On-the-job training should be provided which includes teacher visitation with student and family. Live-in experiences should be considered seriously.
    d. Teacher training programs should include special courses taught by people with an immediate feeling for and understanding of racial minorities and those who are impoverished.
    e. Teacher aides should be employed from the immediate community to interpret the deepest concerns of the people.
2. To improve general faculty sensitivity:
    a. Problems of teacher welfare must be matters of total faculty consideration.
    b. Careful study must be given to means for stimulating learning efficiency in pursuit of individual and school objectives.
    c. Boards of education and the legislature need to be encouraged by teachers, administrators, and the community working together to provide adequate resources for desirable operational conditions.
    d. Faculty relationships must be characterized by free interaction with no professional stratification.
3. To encourage sensitivity within the educational system:
    a. There should be direct community and student involvement in curriculum development, teacher evaluation, and school administration on a continuous basis.

b. The faculty member should be recognized and rewarded on the basis of his teaching merit rather than other factors such as the number of his publications, and years of employment.

c. Class size and faculty support should be sufficient to make the opportunity for teacher-student communication a reality rather than an educational myth.

Workshop No. 6

COMPENSATORY PROGRAMS

Panelist Presentations

Gordon L. Berry
Leonard A. Haas
Edward C. Wilkinson
Edward A. Rivers
Sarah A. Scott

Report of Evaluators

James Baugh
Harold G. Gall

COMPENSATORY PROGRAMS

THREE MYTHS OF COMPENSATORY EDUCATIONAL PROGRAMS

Gordon L. Berry
Assistant to Academic Vice President
Marquette University

The conference this week has been addressing itself to the challenges faced by our institutions to develop sound programs for the socially, educationally, and economically disadvantaged people in our society. Sound and productive programs must be provided for all of our children whether they live in the green-grass areas of suburbia or the often teeming areas of the central city. Assuming and hoping that the children of suburbia will be provided a good education, it is the children of the inner city, and the compensatory programs designed to assist them, that I would like to comment on briefly.

Dr. Rollo May, the noted author and psychotherapist, uses the word "myths" in a very positive way when discussing their role in our society. I have selected for my theme today the "Three Myths of Compensatory Educational Programs"; I am using myths to refer to imaginary beliefs and practices which we have fostered in compensatory programs. I use the term in this fashion despite the fact that I am very much impressed with the concept advanced by Dr. May.

MYTH ONE

Compensatory Educational Programs Have Developed Innovations in Curricular Design

Many of the programs have and are attempting to make significant changes in the lock-step curriculums of the past. They have done this through involving programmed learning materials, paraprofessions, audio-visual devices, community involvement programs, some flexible scheduling, and various forms of tutorial assistance. While such introductions into a compensatory program are valuable, they do not necessarily constitute innovation. In fact, such approaches, when studied in detail, often constitute warmed-over techniques which have contributed to our very need to hold this conference.

The watering down of course content, to introduce reading groups handled by paraprofessionals, and to take children and adults to see the resources of the community does not in some *a priori* fashion constitute innovation.

An example of these innovative assumptions can be seen in selected educational and training programs described in several position papers distributed prior to the conference.

Innovation in a compensatory program should involve a willingness to evaluate the sequential aspects of course content, to try out approaches such as Flanders Interaction Analysis and Questioning Techniques, to attempt to experiment with teaching styles found successful in dealing with disadvantaged students, and to look empirically at the learning processes characteristic of culturally distinct children, youth, and adults.

Failure to incorporate some of these aspects into the total planning of our curriculum might rob us of the viable and creative thrust necessary to make significant changes in the lives of the people we serve.

I would submit that an innovative curriculum must provide an opportunity for each person to function in a relevant program which is sensitive to the life style of the central city and to program activities capable of developing some cultural identity. It must establish an opportunity for the young people to express themselves in their language without being considered "nonverbal." An example of this would be:

> "Dig baby; let's make it down to my crib and talk to those ribs on Mr. Bell's thing."

Translated we find:

> "Say John, let's go to my house and talk to the girls (ribs) on the telephone."

I personally consider that as verbal as some parts of the "Canterbury Tales."

Compensatory programs can be made innovative by taking into consideration the social, psychological, and physical environment in which learning for the disadvantaged takes place.[1] Understanding these factors will cause the instructional leaders to seek out the strengths of the learners in the program and to provide an opportunity for them to share their ideas and do "their thing." I would caution, however, that relevance and the opportunity for every person to be "with it" never can substitute for a viable and meaningful program which has its base in empirical knowledge, professional know-how, coupled with good common sense.

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[1] Edmund W. Gordon and Doxey Wilkerson. *Compensatory Education for the Disadvantaged* (New York: College Entrance Examination Board, 1966), pp. 1-2.

MYTH TWO

Teachers in Compensatory Programs Have Been Involved in Instructional Innovation

Martin Deutsch, Harry Passow, Allison Davis, and Kenneth Clark have discussed in great detail some of the problems the disadvantaged child brings into the educational setting. These problems range from auditory-visual handicaps to difficulties with the school language, health problems, and the entire pathology of deprivation. Despite the abundance of research reported on this target group, many teachers in compensatory programs do not build this information into their teaching-learning activities. Perhaps one reason for this oversight is that teachers and administrators have not fully defined what the instructional program should include and their role in the teaching-learning process.

There is a strong movement in theory and practice to involve subprofessionals, paraprofessionals, and lay teachers in many compensatory programs. The inclusion of paraprofessionals in such programs can play a vital, important, and a necessary role in assisting the professional teacher to become more effective as well as help to establish rapport with central city students. My basic problem with this concept, however, is that we must first develop some behavioral objectives designed to give the paraprofessionals some guidelines for their activities.

You see, the children of the central city are a heterogeneous group with strengths, weaknesses, brightness, dullness, and a mixture of aspirational levels. It is not enough just to give them a teacher and a paraprofessional and begin a special program. These children need the same type of unique instructional services, and teachers, found in our programs for the gifted. The gifted child needs a highly trained, creative, and gifted teacher able to make significant changes in the curriculum through individualized instruction. The disadvantaged child also needs a highly trained, creative, and gifted teacher able to make significant changes in the curriculum through individualized instruction.

MYTH THREE

Compensatory Programs Have Included Innovative Counseling and Guidance Services

Many compensatory programs point to their guidance services with a great deal of pride. Counselors in these programs usually provide a variety of standard counseling, testing, and evaluation services common to much of what we see in guidance activities. Some of the programs, however, have considered themselves innovative and have stopped administering any standardized test instruments because they have a cultural bias for central city students.

There is much to be said about the limited success we have seen with standard measuring instruments. It would appear, however, to throw them out does not in itself offer the best solution. An innovative guidance program would attempt to get some quantitative measure of the potential of each student, but would always understand the limitations of the instrument and attempt to include qualitative criteria into the evaluation.

The counterpart of throwing all tests out the window is the program that evaluates each person as they walk in the door. This "test everybody approach" is typical of a state program considered by some people to be rather successful. I would clearly point out, however, that the program runs the risk of losing potential candidates when the word gets around about their testing practices.

In addition, this same program tends to take over the counselee's problems in an attempt to rush it through to a speedy conclusion. This directive approach most likely relieves the anxiety of the counselor, but I would suspect that the counselee's problems still are active.

In addition, some compensatory programs are content to have counseling sessions handled by an unskilled person from the community, because they can identify with the counselee and speak his language. I would submit that this approach does have some merit, but it would be most difficult to assume that it has assisted people until we are able to gather additional information on its value as a counseling approach.

It would appear that the problems of the central city people in some of our compensatory programs are often related to bread-and-butter issues requiring some action on the part of the counselor. The counselor to be helpful should have at his command health, welfare, legal, financial, and employment resources ready to aid the counselee and his family. The counselor should also be wise enough not to tamper with personality disorders somewhat characteristic of adolescents and adults living in the inner city areas. The decision to use any of these services, however, is up to the counselee working in a supportive relationship with the counselor.

It would be remiss of me to close leaving the impression that I am against compensatory programs or that I have the simple answers for this complex problem. Further, I am not one of the school people who want to factor out or measure every program before it is implemented. If either of these false impressions were given, it is another myth.

I have simply argued that we must not misunderstand or assume, on superficial evidence, the real impact many of our untested and unevaluated compensatory programs are having on the lives of inner city people. The children, youth, and adults of the central city are too important and have too much untapped potential for us to embrace myths without a clear search for their value. It is, therefore, up to each program to evaluate its myths in light of some clearly defined objectives and move toward compensating for those practices that are not productive.

COMPENSATORY PROGRAMS

Leonard A. Haas
President
Wisconsin State University-Eau Claire

The university or college that admits students who are culturally disadvantaged or who, on the basis of the traditional means of measurement of academic ability, are lacking in the necessary qualifications to be successful has a responsibility to provide compensatory programs to enable such persons a reasonable opportunity for success.

Fundamental to the approach in the teaching process is the recognition that the student must be taken from where he is and that he must be helped to obtain the maximum that his ability will allow. Essential to accomplishment at this point is individual diagnosis. Programs such as those at Carleton and the University of Wisconsin-Milwaukee and many others emphasize the significance of counseling at the time of admission to the point that much more is known about the student than may be recorded in the standard indices.

The term compensatory programs may have two different applications. The terms "compensatory programs" and "compensatory practices" have been used interchangeably with implied meanings associated with the reader's own background. Gordon and Wilkerson in their book entitled *Compensatory Education for the Disadvantaged* suggest that a continuing activity by institutions of higher education that help disadvantaged students to enroll and progress in college is here termed a "compensatory practice." An organized group of related activities is termed by them "compensatory programs"--concerted efforts to attract and help disadvantaged students through a series of practices and special precollegiate and college level instructional programs.

It appears that compensatory programs and practices in the main involve three types of activities. Two of these, curriculum innovation and the problems involved in admission, financial aid, guidance and counseling, and social identification, are being discussed in other panels at this conference. My remarks will be limited to those specialized procedures that are developed to fill a distinct gap in the student's academic and cultural background. Specific attention will be given to reading improvement, writing skills, study skills, and tutoring.

In recognition of the need to meet the problems of the disadvantaged, the faculty at Wisconsin State University-Eau Claire created an ad hoc committee in the summer of 1968 to study the direction of the program. Upon the recommendation of this committee, the faculty determined that all students should be treated as individuals regardless of race, religion, geographical origin, or cultural background. Acting on this basic premise, the following implementations resulted:

1. No special group be designated as culturally disadvantaged or deprived because its members come from rural Eau Claire County, central Milwaukee, Chicago's south side or any other specific area.

2. The university is interested in developing academic potential in all students.

3. That each student will have some problems--social, personal and academic--that are common to other students and some that are unique to him. Any grouping to handle problems that are common to a group of students should be done on the basis of objective criteria related directly to the specific problem involved. This might include grouping for remedial work in reading and study skills as determined by ACT data and Cooperative Reading Tests or other tests measuring these skills.

4. This does not imply that minority group students, specifically black students or Indian students, as a group do not share the common problem of relating themselves to an environment that may contain unusually hostile elements. Even here, however, each student's previous experience with prejudice and his personal adaptation to it makes this a unique personal problem best handled through individual help from other students, from interested and sympathetic faculty, and from responsible and concerned townspeople.

The faculty also determined that there should not be a second-rate program leading to a differentiated degree since this would lead to a second-class student body and faculty and would place the university in the position of duplicating the major portion of the role of the secondary school. In keeping with this decision, the faculty desired to maintain existing standards of achievement in all programs.

To implement the program it was determined that 50 freshman students (later the number was increased to 52), whose academic success at Wisconsin State University-Eau Claire would be doubtful on the basis of skills and readiness for university work, were identified for compensatory programs provided. These compensatory programs include the following activities:

1. These students should enroll in existing programs.

2. That interested volunteer faculty members, townspeople, and upperclassmen be given the names of these freshman students who might need special encouragement and help in pursuing their academic goals at Eau Claire. These faculty members, upperclassmen, or townspeople would then contact the students assigned to them to offer personal help, social contact, and generally informal counseling.

3. That each department having extensive offerings at the freshman level set up a remedial service for students who are having particular difficulty with their subjects. Such services might utilize Work-Study students as tutors, a system of personal conferences with instructors, a combination of both, or whatever other devices the department may employ in aiding these students. Departments are urged to identify these students early in the semester. The coordinator will assist departments in orientating tutors to the special problems and needs of high risk students.

4. That a faculty inservice discussion series be initiated on a voluntary basis to enable interested faculty members to develop an awareness and sensitivity to the problems and needs of the high risk, culturally distinct, and minority groups. It is suggested that such topics as differing cultural values, poverty, discrimination, and psychological problems of the disadvantaged be studied and discussed to achieve some understanding of the high risk student.

A member of the School of Education faculty was named to coordinate the program and was given a one-half time assignment for this coordination.

The Study Skills Program is a noncredit elective course available to all undergraduate students. Sections are limited to groups of 20 students. The course consists of seven lecture-demonstrations which meet for one-hour sessions for seven consecutive weeks. The purpose of the course is to improve students' grade-point averages through effective study methods. Topics studied are:

1. Analysis of Ineffective Study Habits and Use of Scheduling Study.
2. The SQ3R Technique, the Most Effective Study Method.
3. The Art of Note-taking.
4. Analysis of Individual Student's Learning Style Through Use of a Standardized Instrument.
5. Vocabulary Development, Techniques and Materials.
6. Preparing for and Taking Examinations.
7. Skimming, Scanning and Speed Reading.

Another activity of a compensatory nature was the creation of the Composition Laboratory.

The composition laboratory was designed to give freshman English students specific help in mastering the basic composition skills.

The instructor may refer to the laboratory those students who have difficulty with basic composition skills and those who lack the linguistic concepts and rules underlying these skills.

The students who are referred are counseled by the instructor, given a referral form, and instructed to report to the lab for assignment. The students are referred at any time during the semester, but referral within the first three weeks is desirable for scheduling purposes. During the fall semester of 1967, 162 students were referred.

Upon reporting to the lab, the students are enrolled and the instructors notified. The instructors are also notified in the event the students used the lab voluntarily. Each student is assigned to a tutor who meets with him from one to three hours per week depending on the severity of the problem. A two-hour per week schedule is the most common practice. The lab staff may vary this one hour a week either way but permission of the instructor is required to cancel lab attendance entirely.

To make individualized remedial work practical, each tutor teaches no more than two students per hour. This process required 1,623 hours of actual tutoring during 1967-68. The basic composition skills involving unity, coherence, order, introduction, development, summation, etc., as well as specific mechanical skills such as punctuation, capitalization, spelling, verb agreement, etc., are part of the laboratory curriculum. Students plan, write, and revise themes and work textbook drills supplied by the lab library of grammar, composition, and rhetoric texts.

The lab personnel consists of one assistant professor of English, one graduate assistant and 15 tutors. The tutors are sophomore, junior, and senior English majors. The majority are enrolled in the School of Education. To insure competency, each tutor requires the recommendations of English professors who have personal knowledge of his ability. The tutors had a mean G.P.A. of 3.37 last year. In weekly meetings, the lab personnel discuss students' themes and varying techniques for teaching composition.

An important part of the lab's system of operation is the conference between the tutor and the instructor. During the conferences, the tutor and the instructor review the work done by the student and plan further remediation. In the process, the instructor may help to improve the lab staff by giving the tutor training in criticizing themes. Tutors have the responsibility of initiating conferences; however, instructors communicate with the tutor through the lab director or by going directly to the lab.

The lab is open from 8:00 a.m. to 5:00 p.m. every weekday. During that time, any instructor may send a student to the lab to write makeup themes or use the lab library. Students also use the lab on their own initiative.

The G.P.A. of the average lab student in freshman composition for the fall term of 1967-68 was 1.52 with 84 percent of the referrals passing their composition course.

For the freshman class as a whole the fall semester showed a marked improvement in grades in freshman composition over the previous fall.

There were two percent more A's, six percent more B's, three percent more C's, four percent fewer D's and two percent fewer F's at the failure rate of four percent. There are undoubtedly a number of factors responsible for this improvement. The composition laboratory may have been one of them.

Of the group of 100 students who are involved at any one time:

Approximately 25 percent separate from the program at the end of 12 weeks by having developed a degree of skill in writing and having removed the specific difficulties which caused their referral.

About three percent are separated from the program due to lack of acceptance of the assistance offered by the laboratory. Generally, this includes students who have withdrawn from the university, those who recognize the inevitability of withdrawal, or those who are negligent in attendance both in the laboratory and in the class making the original referral.

Approximately 70 percent remain in the laboratory during the entire semester or beyond to extend growth in their writing skills beyond the original remediation required.

To be most effective these compensatory programs ought to start in the summer preceding the academic year.

On the basis of experience at Wisconsin State University-Eau Claire, it appears that marked benefits have been reaped by students who fully used the opportunities provided by the programs. However, it should be recognized that motivation is probably the most important single factor in the determination of success. How well the motivation is accomplished will be dependent upon the student himself, counselors, and members of the faculty who are involved.

On every college and university campus, there will be differences among faculty members on the question of how far the university should become involved in an activity that has been the primary responsibility of elementary and secondary schools.

COMPENSATORY PROGRAMS

ACCELERATING THE EDUCATIONAL/VOCATIONAL DEVELOPMENT OF LOW INCOME AREA RESIDENTS: IMPLICATIONS FOR HIGHER EDUCATION

Edward C. Wilkinson
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A short while ago, I heard Dr. Howard Thurman define freedom. He said that a man is free if in his lifetime he senses alternatives. A free man feels that he has options open to him. It's these alternatives that I hope this conference is all about. My remarks today relate to the critical problems of undereducation and underemployment of our low income area residents. They will contain some suggestions regarding steps our state's higher education institutions might take to assist in accelerating the educational/vocational development of these residents.

Although both the experience and the research upon which these remarks are based have been concerned with Milwaukee's central city (North), my impressions from the conference position papers indicate that the conclusions apply equally to the other low income areas of the state.

PRESENT PROBLEMS

Employment

As the Kerner report points out, black workers in this country are "concentrated in the lowest skilled and lowest paying occupations" which often involve "substandard wages, great instability, and uncertainty of tenure, extremely low status. . .and little or no chance coming for advancement."[1] Table I compares the job level of white and nonwhite workers in the United States and in Milwaukee.

To summarize these figures, column one shows that 61 percent of all white workers are concentrated in the top three levels as opposed to 30 percent of the nonwhite workers. Of the white workers, 39 percent would fall into the semiskilled or unskilled category, while 70 percent of the nonwhite workers hold jobs in these classifications. In the second column, my estimates indicate that Milwaukee's problem is even more severe. There, 58 percent of the white workers hold jobs in the first three levels, as opposed to only 21 percent of the nonwhite workers.

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[1] *Report of the National Advisory Commission on Civil Disorders* (New York: Bantam Books, 1968), p. 253.

Education

Historically, the public schools of this country have been the vehicle through which children from all levels of society could develop their full potential. "But for many minorities, . . . the schools have failed to provide the educational experience which could help overcome the effects of discrimination."[2] The following tables confirm this fact for Milwaukee black youth.

Table II relates to those Milwaukee youth attending schools classified as ESEA schools. These are the schools which qualify for additional federal aid under the Elementary and Secondary Education Act because they contain a significant percentage of youth from low income families. As the table shows, by the time they reach eighth grade, pupils from the ESEA schools are more than two grades behind the expected national norms and 1-3/4 grades behind students in the non-ESEA Milwaukee public schools.

Table III shows that students from ESEA high schools are almost three times as likely to drop out of high school before receiving a diploma as are students in non-ESEA high schools.

Table IV, however, has been added to point out that the statistics from Table III may be somewhat misleading because they would tend to understate the number of youth and adults who presently are out of school without a high school diploma.

It is quite likely that the statistics in Table III indicate only those students who officially transfer out or drop out of the schools without graduating. They probably do not include the large numbers of students who never officially leave the system, but who do not in fact ever receive a diploma. To my knowledge, the Milwaukee school system at present does not have these kinds of data available. There is no question, however, that this information should be recorded and publicized. My own estimate is that about 40 percent of Milwaukee's black male youth do not receive a high school diploma.

Another indication of the fact that the public schools do not succeed with their black youth is shown in Table V. Here we see that the grade-point average earned at the UW-Milwaukee by the graduates of Milwaukee's central city (North) high schools is significantly below that earned by the students from eight other Milwaukee public high schools. We also see that, despite the fact that a higher percentage of students from the central city schools graduate in the top half of their class, only 36 percent of these students were able to earn a 2.0 grade-point average or above as compared with 60 percent of the students from the other Milwaukee high schools.

There can be little doubt that a number of alternatives must be provided in order to change the present employment-education picture.

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[2] *Ibid.*, pp. 424-425.

TABLE I

PERCENTAGE OF MALE WORKERS IN EACH TYPE OF OCCUPATION

Type of Occupation	U.S.*		Milwaukee†	
	White	Nonwhite	White	Nonwhite
Professional-Technical-Managerial	27%	9%	22%	6%
Clerical-Sales	14%	9%	15%	5%
Craftsmen-Foremen	20%	12%	21%	10%
Operatives	20%	27%	29%	48%
Service Workers	6%	16%	7%	13%
Nonfarm Laborers	6%	20%	7%	18%
Farmers and Farm Workers	7%	8%	-	-

***Report of the National Advisory Commission on Civil Disorders* (New York: Bantam Books, 1968), p. 262.

†Author's estimates based on: Charles T. O'Reilly. *The Inner Core North* (Milwaukee: University of Wisconsin Extension, 1963), p. 68 and 1968 fragmentary Equal Opportunity Employment data.

TABLE II[*]

BASIC SKILLS ACHIEVEMENT IN MILWAUKEE PUBLIC SCHOOLS

Grade	Area	Expected by National Norms	ESEA Schools	Non-ESEA Schools
4	Composite	4.2	3.0	3.9
6	Composite	6.1	4.6	5.65
8	Composite	8.05	6.0	7.75

[*] Michael Harder. *State Aids for the Educationally Disadvantaged* (Madison: Task Force on Local Government Finance and Reorganization, 1968), p. 3.

TABLE III[*]

PERCENT OF STUDENTS WHO DROP OUT OF MILWAUKEE PUBLIC HIGH SCHOOLS

Milwaukee Public High School Students	ESEA High Schools	Non-ESEA High Schools
Percent Dropouts	13%	5%

[*] Harder, *Ibid.*, p. 2.

TABLE IV[*]

HIGH SCHOOL DROPOUTS AMONG MILWAUKEE BOYS, 1960

Age	All	Nonwhite
	%	%
16	1.6	2.4
17	9.2	16.2
18	16.72	29.2
19	21.3	35.7
20	21.3	38.5
21	23.9	46.9
22	24.3	43.3
23	23.9	41.1
24	21.0	32.6

[*] O'Reilly, *Op. Cit.*, p. 39.

TABLE V[*]

ACHIEVEMENT RECORD OF FRESHMAN STUDENTS ENTERING THE UNIVERSITY OF WISCONSIN-MILWAUKEE FROM MILWAUKEE PUBLIC HIGH SCHOOLS - SEPTEMBER, 1965 SEMESTER

Enrolled From	Number Enrolled	Composite Grade-Point Average
4 Central City (North) High Schools	101	1.52
8 Other Milwaukee Public High Schools	713	1.93

Enrolled From	Number of Students in Top 50% of Class	Number of Preceding Column Earning 2.0 + G.P.A.	Percent
4 Central City (North) High Schools	94	34	36
8 Other Milwaukee Public High Schools	594	358	60

[*] Compiled by the author from Registrar's records at the University of Wisconsin-Milwaukee.

Diagram I shows clearly the close relationship of education and employment. As is obvious, the route to the higher categories and levels of jobs is clearly an educational one. Therefore, it is to be expected that youth leaving our central city schools and not succeeding in the collegiate level are not going to end up in the higher level jobs in the same proportion as are the white workers as shown in Table I. More than likely the central city black youth who do not make it through college end up in on-the-job training programs and emerge as semiskilled workers. A number would try the technical level after attempting and failing at the B.S. level. But this number appears to be small. My impression is that relatively few black youth enter Associate Degree programs at the Milwaukee Technical College and relatively few are presently serving in apprenticeships. There can be no question about the fact that those who leave school lacking the high school diploma enter semiskilled and unskilled occupations.

PRESENT SOLUTIONS

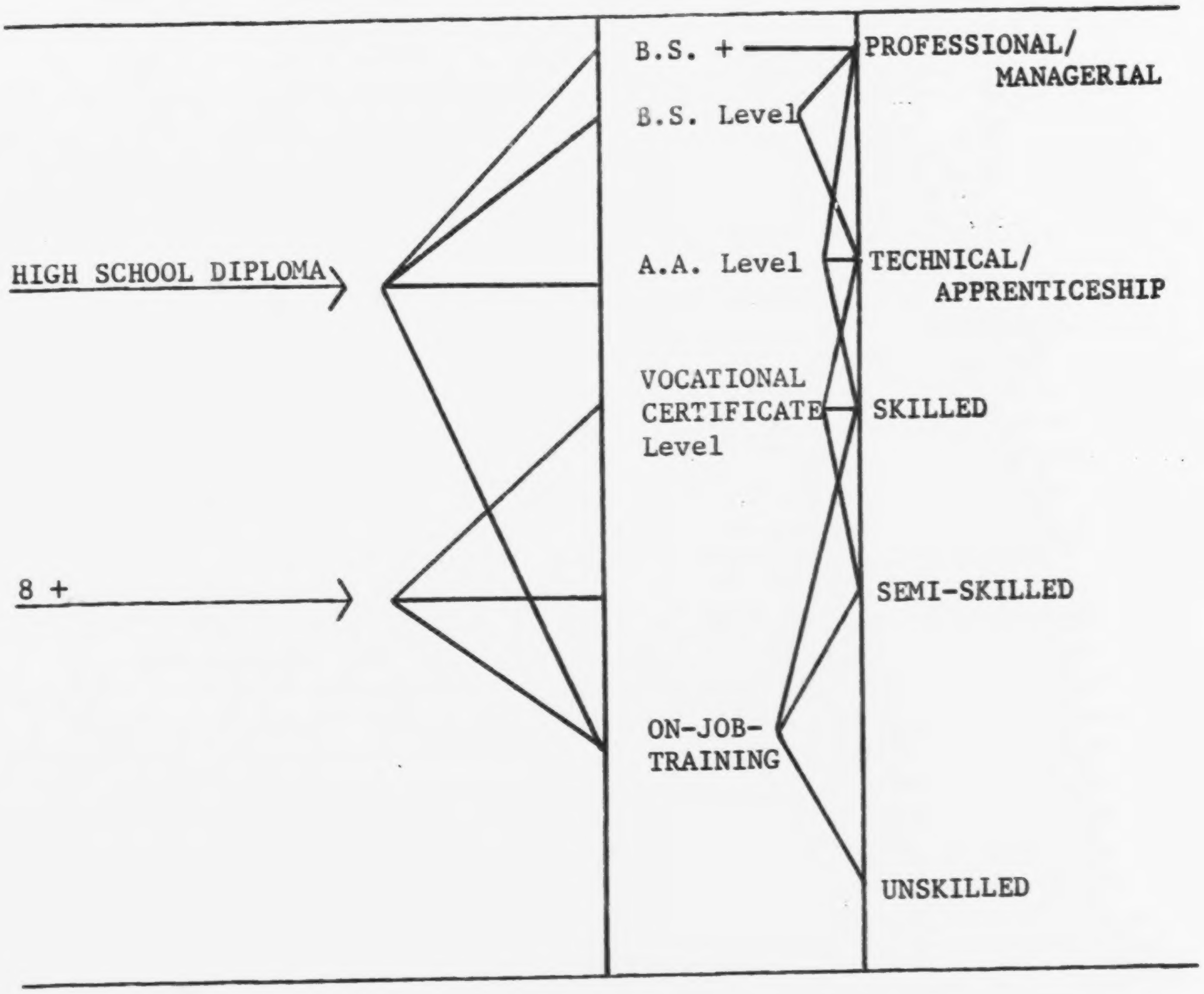
The attempts we have made to date to remedy the problems outlined above have been defined as "compensatory programs." I dislike intensely and seldom use the word "compensatory" because, in the context it is often used by speakers and writers, it seems to imply a deficiency in the person rather than in our systems and institutions. In essence, these programs are attempting to provide experiences to make up for those things which should have happened to him earlier, but didn't.

Significant state and federal funds have been allocated for these kinds of programs at the K-12 level. At the higher education level, we have begun a few programs affecting a relatively small number of youth. Examples of these programs are the Doyle Program at UW-Madison, the Spaights Program at UW-Milwaukee, the WSU-Eau Claire Program, the WSU-Platteville Program, the WSU-Oshkosh Program, and the Upward Bound Programs at the UW-Milwaukee and the WSU-Whitewater. These and similar programs all attempt to provide experiences to give the youth from our low income areas a better chance to succeed at the collegiate level. There is not the slightest doubt in my mind that these programs are going to offer many of our youth a much better chance of succeeding. They are excellent programs that need to be expanded.

Quite obviously, if we are to make a serious effort to accelerate the educational/vocational development of our low income area youth, the rate of expansion must be considerable. To illustrate, it was mentioned earlier in this conference that the ratio of black students to white students on the UW-Milwaukee campus is 1 to 81. However, the ratio of the black population to the white population in the Milwaukee metropolitan area is 1 to 12, 13, or 14, depending on the metropolitan definition. Therefore, if the Milwaukee campus is to properly fulfill its role in providing opportunities for Milwaukee's black youth, it should have a black student to white student ratio somewhere in these figures. Thus, we would need about a 700 percent increase in the black

DIAGRAM I

RELATIONSHIP OF EDUCATION AND EMPLOYMENT


HIGH SCHOOL DIPLOMA
8 +
B.S. +
B.S. Level
A.A. Level
VOCATIONAL CERTIFICATE Level
ON-JOB-TRAINING
PROFESSIONAL/ MANAGERIAL
TECHNICAL/ APPRENTICESHIP
SKILLED
SEMI-SKILLED
UNSKILLED

student enrollment on the Milwaukee campus. Quite obviously, this is a major commitment. And even if we make such a commitment, these kinds of existing programs provide educational/vocational acceleration only for those individuals from low income areas who find it possible to enroll in campus residential programs. This is a very small percentage of the people who are seeking alternatives to their present situation.

PROVIDING ALTERNATIVES TO THE PRESENT

There are a number of things that our institutions of higher education can do immediately to begin to provide ways of accelerating the educational/vocational development of our low income area residents. Most require only a willingness to innovate. All are closely related to each other and for clarity are grouped here into two suggestions.

1. Change the present degree structure by offering a new and different Bachelor's Degree and by correlating the new degree with an expanded and revised Associate Degree program. One of the most hopeful developments, vocationally, for low income area residents is the rapidly increasing need for professional and paraprofessional workers in the health, education, social welfare, and technical areas. Our institutions of higher education, however, have not yet begun to recognize this trend with meaningful degree programs. Few of our present degree programs are in any way relevant to the majority of our depressed area residents, particularly for the careers in which these people are so badly needed. And I see no hope that within our present rigid departmental/college structures we will be able to make enough changes to make the present programs relevant.

   For these reasons, I suggest that every institution of higher education that wishes to serve low income area residents offer a Bachelor of Arts or Science in General Studies (or a B.A. or B.S. in Applied Liberal Studies or a similar title) and that each develop programs for that degree that relate to the many expanding paraprofessional and professional career opportunities.

   Many of our low income residents hesitate to commit themselves toward higher education because they see only an impossible task ahead--a program leading to the Bachelor's Degree which will take them from four to six or more years. They know that more than half of all students who enter college do not earn their degrees and that the percentage is substantially higher for students entering college from depressed area schools. For these reasons, it is important that an intermediate goal of an Associate Degree be established within the suggested new Bachelor's Degree programs. Under such a program, every course, or at least the majority of all courses taken, would count both toward a Bachelor's Degree and toward an Associate Degree with a specific occupational/vocational goal.

For example, credits earned by a student for an Associate Degree in School Auxiliary Personnel Work should also give that student most, if not all, of the first two years of preparation for the Bachelor's Degree required for teacher certification.

Another essential feature of a restructured degree program is the elimination of the remedial, noncredit courses. Requiring a student to take these courses implies that he himself is to blame for his alleged deficiencies, whereas, in fact, the institutions of our society must share the blame. I am not suggesting that the amount of credit necessarily be equal in all cases. It is quite possible that a student could spend the equivalent of six semester hours over two semesters in a course and earn just one college credit. Nevertheless, the important fact is that the work the student is doing does count toward his goal.

2. Establish higher education programs within the low income communities. It is unrealistic to expect that in Milwaukee, for example, a substantial number of the residents of the central city would find it possible to enroll in college programs and courses offered on the UW-Milwaukee, Kenwood campus. Time, transportation, and convenience all mitigate against it. However, I am confident that were college credit classes offered in a number of locations within the black community, the classes would be rapidly filled.

   Last summer, in our teacher-training program, we used 35 central city mothers as community representatives to help us work with 195 teachers and administrators. Of these 35, 16 paid $65 to earn three college credits in the UW-Milwaukee Letters and Science Department of Sociology. They did so simply because the opportunity was presented, even though most were not admitted to a degree program and were taking the course as special students.

   I'm suggesting here that we establish what might be called "Educational Development Centers" in Milwaukee's black community, in Milwaukee's Spanish community, and wherever else in the state similar needs exist. These centers would have two principal programs with registration, admissions, counseling, classes, and all other phases right in the community.

   First, for residents presenting a high school diploma or the equivalent, the centers would offer college credit courses that the residents themselves request. These classes would attract the younger graduates reluctant to enroll in regular four-year programs because they lack confidence in their own abilities. They would also attract adults already employed who would wish to consider a different career. All classes would count toward both the Associate Degree and Bachelor's Degree programs of the resident campuses.

Second, they could assist the thousands lacking a high school diploma to prepare for the high school equivalency examination.

It is quite likely that such centers would be able to assist and be assisted by programs already in existence. Certain phases of the program could be run with and through such organizations as Northcott's Malcolm X University of the Streets, the Opportunities Industrialization Center, and others.

With the above suggestions added to Diagram I, Diagram II shows how they fit into the educational/vocational relationship.

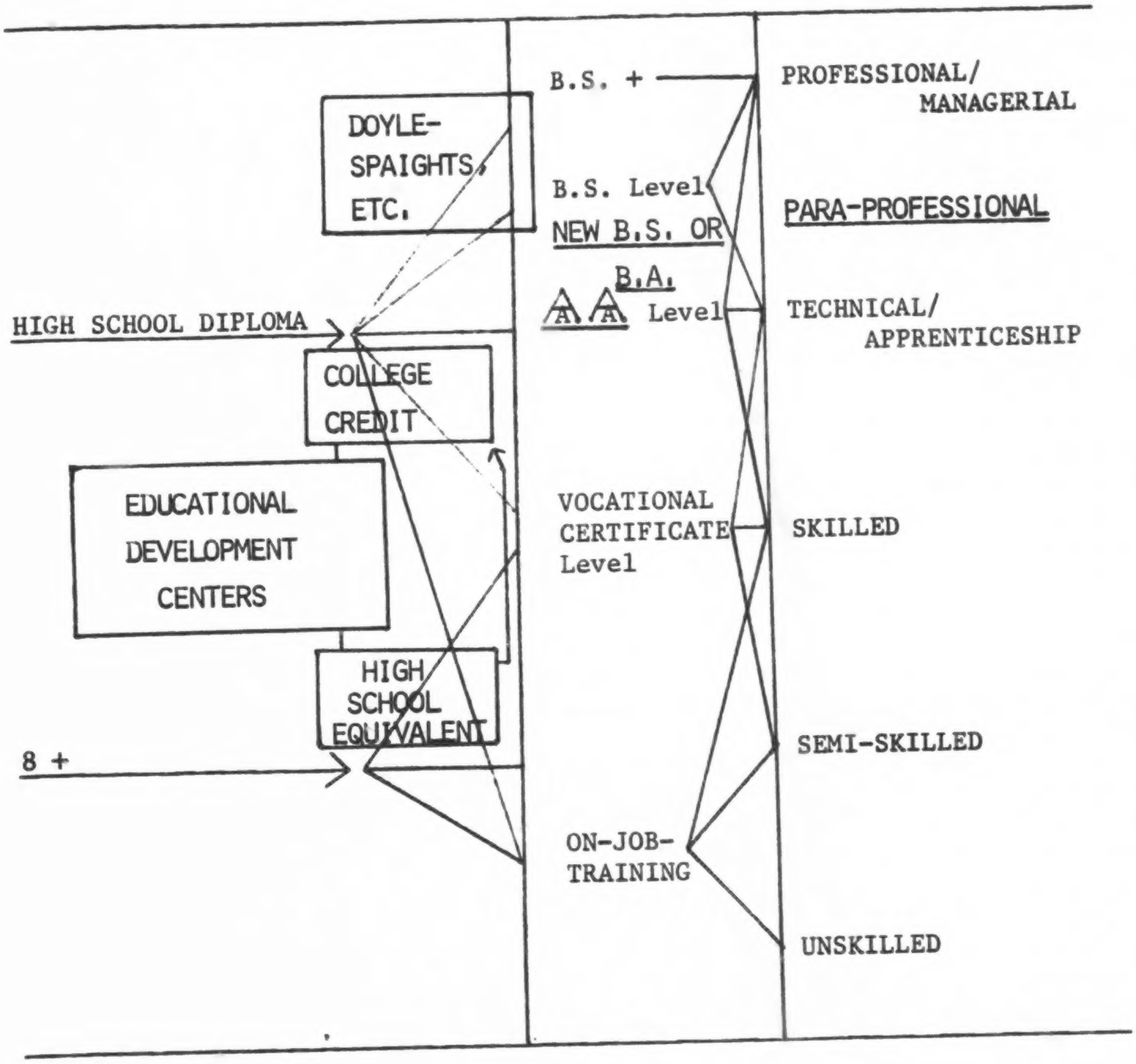
CONCLUSION

Carefully thought-out plans and proposals are necessary for the success of any program. But as we in Wisconsin well know from "Lombardi's law," success depends even more upon execution. The key to execution, particularly for programs as unique as those we're considering here for "high-risk" students, is people--people who have had successful "firing-line" experience.

As the Coordinating Council, the Legislature, and the Governor consider the proposals of the various institutions, I strongly urge them to "place their bets" on the basis of the records of the school and proposed program administration and staff rather than on the eloquence of the proposals.

DIAGRAM II

RELATIONSHIP OF EDUCATION AND EMPLOYMENT WITH ADDITIONS OF EDUCATIONAL PROGRAMS


B.S. +
PROFESSIONAL/ MANAGERIAL
DOYLE-SPAIGHTS, ETC.
B.S. Level
NEW B.S. OR B.A.
PARA-PROFESSIONAL
A.A. Level
TECHNICAL/ APPRENTICESHIP
HIGH SCHOOL DIPLOMA
COLLEGE CREDIT
EDUCATIONAL DEVELOPMENT CENTERS
VOCATIONAL CERTIFICATE Level
SKILLED
HIGH SCHOOL EQUIVALENT
SEMI-SKILLED
8 +
ON-JOB-TRAINING
UNSKILLED

COMPENSATORY PROGRAMS AND WORLD ORDER

Edward A. Rivers
Guidance Counselor, Adult Basic Education
Milwaukee Technical College

What is education? To some, it is training and indoctrination, usually formal, designed to prepare one to adjust--to fit into the social milieu into which one is born. To others, it is training, usually formal, woven of the fabric of the past. This heritage sets the pattern for life and serves as a foundation upon which society is to be built or perpetuated. However, to me, education is woven of the fabric of the total experience of the waking hour. The past is de-emphasized. The present and future receive the most attention. For me, the goal of education is to prepare the individual to play his optimum role in creating an evolving new world order. This world order must function in a manner designed to insure, for the denizens of this globe, a social climate equitable to all.

It is inspiring to notice that the institutions of higher learning have begun to delve into the mysteries of the ghetto, Appalachia, and of other gloomy corners of our society, and that this probing is emerging from the armchair and from artificial research and going into the realm of the "nitty-gritty." This is evidenced by the position papers made available to this conference.

It is this observer's opinion that most conferences of this type must work under the somber shadows of the Kerner, the controversial Moynihan, and the Coleman reports.

It is easy to indict, to destroy, to burn down, and to speak glibly of a new world order. It is only fair that I should give the outline of my brave new world order so as to suggest to institutions of higher learning guidelines for action in a program designed to better the lot of the pariahs of this civilization. Perhaps, if the institutions of higher learning would lead the way, primary and secondary institutions might reach up and borrow some sociology, psychology, and social psychology, beef it up to college quality as they do mathematics, and give the high school students background designed to cure the cancerous racism which threatens to destroy civilization.

Compensatory programs designed to teach people to read or to enhance the marginal student's performance in college, or to give preschoolers a head start, would do well to embrace the following principles as guidelines by structuring the course content accordingly:

1. Embrace blatantly, unhesitatingly, and shamelessly, and with a fervent belief in its practicality and necessity, the principle of the oneness of mankind.

2. Encourage--yes, insist upon--formation of the habit of independently investigating truth consonant with the ability of each student and let him judge for himself his ability to do this.

3. Embrace the principle of the equality of men and women so that prejudice of sex may be eliminated and more human resources may be salvaged.

4. Keep constantly before the students at all academic levels the very simple fact that prejudice of all kinds must be obliterated. Find ways to eliminate prejudice--not fatalistic excuses for its perpetuation.

5. Enlarge the concept of universal compulsory education to embrace all ages and all academic levels, and not let the almighty dollar stop education.

6. Work on the principle of the elimination of extremes of poverty and wealth as long as there is only so much material wealth to go around.

7. Foster an invention or adoption of a universal auxiliary language so that in this shrinking world people may be enabled to communicate.

8. Finally, and not least, foster the principle of a universal peace upheld by a world government. Promote the formation of the United States of the World. Promulgate the idea that the world is but one country and mankind is its citizens. Keep before students at every level of our society the positive and pragmatic aspects of the foregoing principles. If mankind finds ways to implement these principles, instead of searching for excuses to frustrate their implementation, there will be peace in the world.

Compensatory education as it is today needs much broadening, financing, and leaders who will lead the public into acceptance of the idea that the general welfare must be promoted by all or there will be welfare for none. Hundreds of thousands, perhaps millions, need what these programs have to offer.

I have, for obvious reasons, omitted the foundation of the new civilization--one universal faith--for our system, characterized as it is by disunity, precludes religious unity. Also, the principle of a separation of church and state, of religion and government, is a "sacred cow" slow to expire.

It seems that curricula are long overdue for a severe overhauling and renovation. Mary, Dick, Jane, and John, both in and out of textbook readers, are going to have to concern themselves with things more related to brotherly love than with animals which, in many instances, are marching to extinction.

Segregation, therefore, is not the answer; self-identification, important as it is, is not the whole answer.

Educators may labor, have conferences, panels, and organizations. Politicians may stand first on one foot, then the other, shoulder to the wheel, ear to the ground, and nose to the grindstone, as they seek, for the most part, to discern the direction in which the voting majority will lead them. But until that "sacred bull"--competition--is given a sedative and that Cinderella--cooperation--is given a healthy shot of adrenalin in our world of values, the civilization of the west will take its rightful place with those of the distant past.

Somehow, the chasms separating research from those uncomprehending poor, the white collar, the blue collar, the kempt and the unkempt, the black, the multicolored, and the yellow, must be bridged. An intensive effort towards world unity might well unite all. This does not mean that ethnic cultures must be casualties replaced by a monotonous undifferentiated mass. The United States can retain its ethnic character as a member state of a world government just as the eastern part of the United States retains it differentiation from the southern part or the middle western part.

Compensatory programs are for all socioeconomic levels, for all academic levels, for all levels of intelligence, for the denizens of the ghetto, suburbia and of the rural regions, because these three entities are strangers to each other and are, therefore, disadvantaged minorities.

COMPENSATORY PROGRAMS

Sarah A. Scott
Vice Principal
North Division High School, Milwaukee

So important have the American people felt education to be that they underwrote public education for all people and committed public funds for this purpose. Thus, educators have had buildings, facilities, money and whatever they needed to build a professional approach to this national goal.

The proper goal for any educational system is to offer all children an education "up to the limit of their ability." One has to very much doubt that current American educational methods satisfy that goal, either in the slums or out. The lack of success with compensatory education means that we have not yet found an efficient way to let slum schools push students nearer their maximum potential.

This failure to find new ways is not especially surprising, since the United States public schools are in general bogged down in a morass of bureaucracy and outmoded educational ideology. Under these circumstances failure to find a way does not automatically prove that none exists.

If we attempt to define the culturally diverse, educationally deprived, disadvantaged, or whatever name is chosen for the book or conference, primarily and realistically in terms of family income we may be talking about 30,000,000 to 35,000,000 individuals of all ages. The Office of Economic Opportunity has established a figure, or a total of almost 17 million children and youth, who form the hard core of the poverty group. It is patent, however, that the group of disadvantaged children and youth, to whom the educational establishment is relating, extends far beyond this number. Since income figures are minimal, factors such as one-parent families, father absences, inadequate housing, physical malfunctions, malnutrition, and others are not taken into consideration; since many others must be considered disadvantaged, when we include educational criteria, a fantastic total of approximately 30 million children and youth requiring compensatory education would be involved.

With the commitment for compulsory and universal education comes the responsibility for providing learning experiences for all kinds and types of children and adults. Considerable success was achieved with the blind, the deaf, and physically handicapped children; however, when we take a real look-see, we have not done as well with the children suffering from social, psychological, or emotional inadequacies.

The educational programs aimed at the "intertwined problems of race and slums" are generally classified as compensatory educational measures. All of these programs, in order to be successful, must provide individual diagnosis and individual or small group instruction with all the resources available. Closets, coatrooms, halls, and basement corners must not become permanent classrooms.

In each of the compensatory programs, certain elements are essential to valid education for a democracy. If these elements are implemented, the programs which would assure quality education for all of our children would provide: (1) integrated schools affording differing social, economic, ethnic, racial, and religious groups with continuing and open opportunities to learn, work, and establish relationships across all boundaries; (2) the highest calibre of administrative leadership and instructional staff; (3) physical facilities which provide sufficient, pleasant, and appropriate space for study, health, recreation, and other school functions with commensurate equipment and supplies; (4) an educational program which assumes responsibility for our young at a much earlier age for an extended school day, week, and year, thereby expanding the present limited function of the school; (5) modernization of curriculum and instruction to increase each individual's ability to learn independently that which has meaning for his present and future life; and (6) return to the concept that education of our children is a community responsibility, thereby involving parents and other appropriate adults in meaningful decision-making, with the school and its staff being held accountable for the quality and quantity of its students' learning.

Schools which have open doors to parents and community members have greater success in educating children. Among other reasons, parents can better understand the way in which a school functions and how learning takes place, and they frequently become aware of specific ways in which they can become more effective in helping their children to learn. In addition, strengthened positive parent attitudes toward the school function to motivate the children to approach schooling enthusiastically. The children seem to be direct beneficiaries of the change in perception on the part of their parents.

We, who are educators, long ago accepted the goal of developing each child at his own pace of progress, of involving parents, etc. However, a very real question can be raised as to how closely we adhered to these principles in teaching the so-called average child. If we had perfected the educational individualization process more fully, perhaps children with linguistic and cultural deviations would not have appeared different in kind, but rather in degree.

One would not suggest a rash proposal that all compensatory programs be herewith abolished; rather, it is a plea that the basic democratic tenet of dignity of the human personality and the right of every individual to develop to the limits of his highest potential be reactivated and applied to contemporary education. Only in this light can compensatory educational programs be viewed as measures to widen learning horizons. Today, I fear that they are begrudgingly offered as demeaning charity to the inept, impoverished, and the socially disabled. It well may be that, when we achieve success with our supplemental programs, we may have found the key to relevant and adequate education.

4

SUMMARY OF WORKSHOP #6--COMPENSATORY PROGRAMS

James Baugh
Associate Director
Tutorial and Financial Aids
University of Wisconsin, Madison

Harold G. Gall
Director of Federal Projects
Public Schools
Madison

The following statements represent principles or summaries advanced within the workshop:

1. Compensatory programs found in position papers are similar in their attempts to relate student to the system.

   > "The proper goal for any educational system is to offer all children an education 'up to the limit of their ability.' One has to very much doubt that current American educational methods satisfy that goal, either in the slums or out. The lack of success with compensatory education means that we have not yet found an efficient way to let slum schools push students nearer their maximum potential.
   >
   > "This failure to find new ways is not especially surprising, since the United States public schools are in general bogged down in a morass of bureaucracy and outmoded educational ideology. Under these circumstances, failure to find a way does not automatically prove that none exists.
   >
   > "With the commitment for compulsory and universal education comes the responsibility for providing learning experiences for all kinds and types of children and adults. Considerable success was achieved with the blind, the deaf, and physically handicapped children; however, when we take a real look-see, we have not done as well with the children suffering from social, psychological, or emotional inadequacies."

2. There is no clear consensus or empirical evidence indicating the success of compensatory programs. This lack by itself should not be interpreted as a criticism of such programs.

   a. There is general support on the part of educational leaders for expansion of compensatory programs, based upon the failure of present programs to meet deficiencies.

   b. Compensatory programs in Wisconsin are too often inadequately planned, staffed, and financed.

   c. Programs indicating promise are remedial and tutorial programs, flexible scheduling, relevant curriculum, individualized instruction, expanded guidance services, on-the-job training.

3. Present degree requirements and termination opportunities are inappropriate.

   a. Every higher education institution in the state should offer meaningful transferable or terminal associate degree opportunities.

   b. New second, third, and fourth-year programs related to the strengths of the individuals should be explored.

4. Successful compensatory programs are characterized by:

   a. Participant involvement in planning and implementation.

   b. Inspired leadership.

   c. Sufficient supplies and equipment.

   d. Individualized instruction.

   e. A faculty "tuned in" to student needs.

   f. A responsive and community support.

The following principle was proposed by the workshop:

> That education in Wisconsin shall be *totally* empathetic to all the needs of our citizens--including knowledge and application of cultural, ethical and current environmental background--in the preparation for more effective and responsible life in our society.

Workshop No. 7

FINANCIAL AIDS

Panelist Presentations

Richard H. Johnston
Robert G. Rossmiller
Charles Judge
Bruce D. McConnell

Report of Evaluators

Ernest Spaights
John H. Stadtmueller

FINANCIAL AID FOR THE EDUCATIONALLY DISADVANTAGED

Richard H. Johnston
Administrator, Division of Student Support
Higher Educational Aids Board

Table I provides a summary of the State's financial aid programs for the period 1966-69. Table II is a detailed summary of all financial aid distributed in Wisconsin during the 1967-68 academic year. In spite of this impressive record, it has become quite apparent that one weakness of the student financial aid structure, not only in Wisconsin but nationally, is that current programs do not adequately relate to the unique financial needs of the disadvantaged.

It is amazing, considering the current interest in aiding the disadvantaged, that there are relatively few state or federal student financial aid programs specifically designed to aid this group of students. During the 1968-69 academic year, for example, only the Indian Scholarship Program ($77,000) and the Teachers Scholarship Program ($240,000) will provide specific State financial aid for disadvantaged students. The inflexibilities of both of these programs, however, undoubtedly inhibits their positive impact on disadvantaged students. The recent decisions of the U.S. Office of Education regarding the Educational Opportunity Grants Program suggest that this federal program also has not been meeting its primary objective of serving disadvantaged students.

It might be argued that the financial aid structure, with its commitment to universal educational opportunity and distribution of funds on the basis of need, is by its very nature responsive to the needs of the disadvantaged. Unfortunately, however, ample evidence abounds which leads to the conclusion that little of the available financial aid is reaching the disadvantaged. One phenomenon which has been noted is the tendency of many institutions to provide "self-help" financial aid to high risk students. The overemphasis on loans and employment seems to be an inappropriate way to aid disadvantaged students. Students in this category who are required to work even a minimum number of hours will find it difficult to devote the amount of time to studying which is needed to overcome existing academic deficiencies. Disadvantaged students who are required to take on large debts, on the other hand, face the psychological fear of not being able to repay the loans. Finally, a disadvantaged student, who tries and fails in his attempt to achieve in higher education, is not likely to have the resources available to repay the debts he has incurred, and, in addition, the collection efforts which follow in the case of loan defaults are likely to reenforce the negative self-attitude resulting from such a failure.

TABLE I

PROGRAM SUMMARY
FISCAL YEARS 1966-1969

	1965-66		1966-67		1967-68		Estimated 1968-69	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Tuition Grants	939	$293,847	3,000	$ 847,888	4,513	$1,314,119	6,000	$ 1,770,000
Tuition Reimbursement Grants			618	291,278	716	324,138	800	380,000
Teacher Scholarships	--	--	--	--	--	--	200	240,000
Honor Scholarships	--	--	1,781	659,638	1,761	680,037	1,800	740,000
Student Loans	--	--	5,891	2,845,918	12,497	5,330,371	15,000	6,500,000
Guaranteed Loans	--	--	--	--	1,768	1,163,241	3,000	3,000,000
TOTAL	939	$293,847	11,290	$4,644,722	21,255	$8,811,906	26,800	$12,630,000

TABLE II

UNDERGRADUATE RESOURCES - 1967-68

	UW		WSU		Private	
	No.	Amount	No.	Amount	No.	Amount
State Support						
Tuition Grant					4,513	$1,304,058
Honor Scholarship	702	$ 236,300	697	$ 315,874	307	118,344
Leadership & Need	2,008	866,208	6,373	1,617,679		
State Student Loan	2,103	1,658,512	7,047	1,850,960	1,325	1,054,687
Guaranteed Loan*						
Others[1]	674	374,135	604	278,430	15	10,318
SUB-TOTAL	5,487	$3,135,155	14,721	$ 4,062,943	6,160	$2,487,407
Federal Support						
Natl. Defense Loans	3,902	2,425,557	4,983	1,827,827	2,377	1,578,044
Work Study	2,289	1,164,863	3,815	1,953,651	1,029	418,367
Educ.Oppor.Grants	1,544	701,139	4,059	1,485,474	1,182	617,257
Others[2]	539	392,017	535	208,504	597	676,545
SUB-TOTAL	8,274	$4,683,576	13,392	$ 5,475,456	5,185	$3,290,213
Institutional Support						
Self Help	1,340	479,494	1,794	503,592	1,284	555,170
Grants	2,374	567,082	386	218,770	4,044	2,173,237
SUB-TOTAL	3,714	$1,046,576	2,180	$ 722,362	5,328	$2,728,407
TOTAL RESOURCES	17,475	$8,865,307	30,293	$10,260,761	16,673	$8,506,027
Enrollment	36,260		48,573		28,645	
Aid Per Student	$237		$211		$296	
Percentage Self Help	45.5%		60.0%		49.1%	
Percentage Grants	54.5%		40.0%		50.9%	

TABLE II (Continued)

	VTA		Nursing		Total		
	No.	Amount	No.	Amount	No.	Amount	%
State Support							
Tuition Grant					4,513	$ 1,304,058	
Honor Scholarship	18	$ 7,820	33	$ 13,820	1,757	692,158	
Leadership & Need	352	138,497			8,733	2,622,384	
State Student Loan	556	264,245	91	75,550	11,122	4,903,954	
Guaranteed Loan*					1,768	1,163,241	
Others[1]	60	33,588	2	813	1,355	697,284	
SUB-TOTAL	986	$444,150	126	$ 90,183	29,248	$11,383,079	38.1
Federal Support							
Natl. Defense Loans	5	1,825	1	300	11,268	5,833,553	
Work Study	652	255,683			7,785	3,792,564	
Educ.Oppor. Grants	124	48,937	2	700	6,911	2,853,507	
Others[2]	6	1,600	140	87,958	1,817	1,366,624	
SUB-TOTAL	787	$308,045	143	$ 88,958	27,781	$13,846,248	46.5
Institutional Support							
Self Help	299	18,600	10	3,233	4,727	1,560,089	
Grants	321	22,567	216	52,966	7,341	3,034,622	
SUB-TOTAL	620	$ 41,167	226	$ 56,199	12,068	$ 4,594,711	15.4
TOTAL RESOURCES	2,393	$793,362	495	$235,340	69,097	$29,824,038	
Enrollment	13,845		1,397		128,720		
Aid Per Student	$47		$169		$231		
Percentage Self Help	70.3%		62.5%		57.6%		
Percentage Grants	29.7%		37.5%		42.4%		

*Totals not broken down by system.

[1] Nursing Education Scholarships, Indian Scholarships, Nonresident Fee Remission, Legislative Fee Remission, and State Vocational Rehabilitation.

[2] Cuban Refugee Loans, Nursing Loans, Health Professions Grants, Health Professions Loans, Indian Scholarships, Vocational Rehabilitation, Veterans Administration benefits, Social Security benefits, Army Nurse Corps, and Occupational Therapy Traineeships.

It is also likely that current financial need analysis techniques do not recognize the unique financial circumstances of most ghetto families. Even in the case of those families with relatively high income (both husband and wife working), poor money management, high credit costs, and high consumer prices prevent ghetto families from contributing at the level expected by traditional need analysis methods.

Another important point is that most financial aid programs require that students be enrolled full time in order to be eligible. This is inconsistent with recent innovations in institutional academic programs which provide reduced credit loads for students along with noncredit remedial or enrichment courses. Many students taking these special courses find themselves ineligible for financial aid because they lack full-time standing. Important educational opportunities are available to the disadvantaged in vocational and technical training programs. In this case, however, the accreditation criterion of most financial aid programs prohibit their use by needy students.

The Kerner Report has suggested that removing financial barriers to higher education should be one priority of future governmental action.

> The effort to assist qualified but needy young people to obtain a higher education should be strengthened and expanded. Such assistance should be sufficiently flexible and substantial to accommodate the differing needs of individual students.

In a recent report to the Secretary of Health, Education, and Welfare, from an advisory committee on the "Federal Role in Higher Education," the needs of low-income students were summarized as follows:

> Even in the states that provide the highest quality of public higher education and the most in the way to student financial assistance, large numbers of youth from the lower economic levels of society are unable to attend colleges or universities. For many of these young people, the existence of scholarships and the absence of tuition are insufficient incentives to get them into the institutions of higher learning. Few scholarships cover all the expenses of attending a college or university, and they do not immediately compensate for income foregone during the years of higher education. The lack of this income is extremely important to the poorer families which often must depend on the earnings of their college-age offspring.

In response to this problem, a State Educational Opportunity Grants program has been proposed to supplement the current financial aid structure with initial funding of $1.5 million per fiscal year. The program, which would be developed by the Higher Educational Aids Board with the assistance of the Financial Aids Advisory Committee, would be designed to meet the following objectives: (1) support the search and motivation program of the Educational Opportunity Program, (2) fill the gaps in meeting the financial needs of disadvantaged students, and (3) support existing programming and encourage the development of special programming by all segments of higher education in Wisconsin including public and private colleges and universities and vocational-technical schools. The key element of the program would be flexibility, thereby insuring that the differing financial and academic needs of individual students could be met.

Following are excerpts from two recent articles dealing with the financial needs of the educationally disadvantaged. Both articles ("Can Colleges Reclaim the Nonstudent? Maybe--With Hard Cash" by Richard Pearson, and "Do Financial Aid Programs Have a Social Conscience?" by George Schlekat) provide significant insights into many of the inadequacies of present financial aid programs. The conclusions of these articles are based on in-depth statistical studies which have been reviewed or performed by each of the authors. For purposes of brevity, only the conclusions of these studies have been included in this paper.

Based on the issues raised in this paper and the two articles, a summary of the various conclusions regarding the financial aid needs of the disadvantaged has been included.

CAN COLLEGES RECLAIM THE NONSTUDENT? MAYBE--WITH HARD CASH

by

Richard Pearson[1]

"The door to educational opportunity beyond high school in the State of New York is now about half open. The advances that have occurred since the early decades of the twentieth century are partly the result of public investment in elementary and secondary schools. They are also partly the result of public investment in the colleges and universities. These advances are . . . also the result of substantial investments by the families of students who have gone to college and by the students themselves. The present pattern of consumer expenditures for higher education rests heavily on resources available to the student and his family and less on institutional resources, both public and private. This pattern of expenditures has sustained a mass movement toward higher education on the part of middle-income families and, to a small degree, on the part of lower-income families. It is not likely that the present pattern of consumer expenditures can sustain a continuation of this momentum into the lower-income strata of American society. The resources available to these families are at least partially and often totally inadequate to meet the total expenses of college attendance.

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[1] Richard Pearson. "Can Colleges Reclaim the Nonstudent? Maybe--With Hard Cash," *College Board Review*, Winter 1967-68, No. 66.

"For nonstudents in the poverty population, the problem of hard cash has three principal parts. The first is the hard cash needed for subsistence; that is, for housing, food, clothing, and other personal expenses. The second is the hard cash needed for the support of younger members of the family, where the nonstudent's own earnings must supplement the parental earnings. And the third, if the nonstudent decides to try to become a college student, is the hard cash needed to meet direct college expenses for such items as tuition and fees, commutation, textbooks, and supplies. To be poor means that you just don't have enough money to cover all three aspects of this problem.

". . . more than one-quarter of all families in the United States lack the financial resources to meet any of the expenses of college attendance, even at a low-cost commuting college or university.

". . . higher education in the United States, overall, is still critically dependent on fee and tuition payments by individual parents and students for financial solvency.

". . . that nonstudents of the poverty population lack the hard cash needed to carry this much of the burden. Student fees can continue as a major income component of American colleges and universities only if there are adequate funds for scholarships to assure that low-income students can pay the fees charged.

"As for the nonstudents, we probably have less scholarship money with which to reach out to them than we had even five years ago.

"I think this new scholarship money and the money available from more traditional sources has been eroded by rising college expenses to a point where there are fewer scholarship dollars behind each enrolled college student for each dollar of expense he faces.

"First, the country has not made important inroads on poverty. Second, poor boys and girls do not have the hard cash necessary to attend college even if they do graduate from high school. Third, colleges and universities need hard cash in order to do what society is asking them to do, and in their search for hard cash they are still looking to their students for about 25 percent of their requirements. Finally, scholarship funds--as distinguished from loans and income from student employment--are barely keeping pace with the requirements of the present generation of college students. They are totally inadequate for the requirements of the nonstudents in the age group 18 through 22.

"First, the CSS standards for assessing financial need should distinguish clearly between a low-income student's need for hard cash and a middle-income student's need for credit. These represent distinctly different economic problems and require distinctly different solutions."

DO FINANCIAL AID PROGRAMS HAVE A SOCIAL CONSCIENCE?

by

George A. Schlekat[2]

"In general, low-class applicants had a better chance of receiving aid, and in larger amounts, than their upper-class peers. But their awards more often included repayable loans and jobs, while the successful upper-class applicant was more likely to receive an outright grant. The lower-class aid recipient was thus expected to mortgage his future more heavily and devote more free time in college to employment than the upper-class recipient, who was more likely to graduate with little or no indebtedness.

". . . 45 percent of awards made to upper-class students were nonrepayable, outright grants, whereas only 26 percent of lower-class aid recipients received this type of award. In fact, the frequency of grant-only awards decreases in almost even steps as social class moves from upper to lower.

"This gives rise to the uneasy notion that financial aid programs showed preferential treatment to upper-class students in their awards of grants--a notion strengthened by examining the alternatives to loans and jobs that were offered to the lower classes. Thirty and 28 percent of lower-middle and lower-class students respectively received grant-loan combination awards, but only 22 percent of upper-class students were offered this combination. Except for grant-job awards, other combinations that required student employment or loans repayable after graduation were also distributed more frequently to members of the two lower social classes than to the two upper groups.

"The loans and jobs, both in single-type and combination awards were larger for the two lower than the two upper classes of students. And in two combination awards (grant-loan and grant-job) the grant portion was smaller for lower-class than for middle-class students.

"Among families of equal income, middle-class students received the largest average grants and lower-class students received the smallest. In grant-loan-job distribution, it was the lower-class student who received the largest average amount and the upper-middle-class student the smallest.

"The findings make it bluntly clear that lower-class students do not come through the financial aid system in as financially comfortable circumstances as those in higher classes: a physician's daughter who receives aid is far more likely to receive a nonrepayable grant than a farm laborer's daughter. The farm laborer's daughter who received aid would receive a loan and job offer more often and in larger amounts than the wealthier physician's daughter, who would more likely go through college without having to work and graduate without an inverse dowry.

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[2] George A. Schlekat. "Do Financial Aid Programs Have a Social Conscience?", *College Board Review*, Fall 1968, No. 69.

"The fact that financial need is a factor in award size, and that amounts of awards remained the same among students of equal test scores strongly suggests that students from lower social groups selected less expensive colleges even when their academic credentials equaled those of their upper-class competitors.

"The source of different treatment for different social groups, of course, is the use of test scores in admissions and financial aid. Although academic aptitude tests are not biased in favor of the American middle class, American society is biased in favor of the American middle class, and this bias is reflected in test scores. Thus the lower average test scores of the lower social groups affected even financial aid programs that presumably worked assiduously to avoid social and ethnic bias.

"By seeking financial aid more often among less well established institutions that must depend more often on student self-help, even lower-class students whose academic credentials equal those of their higher-class peers will be saddled with more and larger loans and jobs.

"To add to the problem, many large noncollegiate scholarship programs base their procedures for selecting an administratively manageable group of candidates from an applicant pool exclusively on test scores.

"The economic and educational deficiencies that make superlative academic achievement impossible for most Negroes are not their exclusive property, however. Their lives of squalor and ignorance are shared by millions of equally wretchedly poor whites who, as events would have it, are unfortunate enough to live in a time when American mores permit working at the elimination of racial prejudice, but will not brook the elimination of difference in treatment based on socioeconomic class."

SUMMARY AND CONCLUSIONS

1. There are few financial aid programs designed specifically for disadvantaged students. State programs include Indian Scholarships and Teachers Scholarships. The federal government provides only the Educational Opportunity Grants Program.

2. The financial aid programs that are available are inflexibly administered and underfinanced. Financial aid programs are out-of-step with recent innovations in academic programming, e.g., most programs require that students be enrolled full time.

3. The financial aid structure overemphasizes the use of loans and student employment. This is particularly true of the aid packages provided to high risk students. Approximately 60 percent of all aid in Wisconsin during 1967-68 was in self-help; 75 percent of all State aid distributed by the Higher Educational Aids Board in 1968-69 will be in loans.

4. Current financial aid practices mitigate against disadvantaged students, e.g., the use of test scores to determine the mix of aid included in the financial aid package. Need analysis techniques do not take into account the unique financial characteristics of disadvantaged families. The importance of foregone earnings and the high incidence of poor money management are not recognized when a financial aid package is developed.

5. Those being served by the financial aid programs are not included on the policy-making bodies which determine how aids are to be distributed. This includes institutions as well as state and federal agencies.

6. While student financial aid cannot solve the basic educational problems of the disadvantaged, it can be used more effectively to support students enrolling in special academic programs.

FINANCIAL AIDS

Robert G. Rossmiller
Director of Student Financial Aids
Wisconsin State University-Stevens Point

Quite obviously each of us speaks out of the context of our training and professional assignment. My preference and my training is in the field of counseling, and I feel certain that this bias will be reflected in my remarks.

The financial aid officer is a function identified with post-secondary training so we are generally speaking about that kind of experience for disadvantaged youth in this session. Many believe that advanced education is the one real route to emancipation from the role of being "disadvantaged." I believe that most of us here would have great faith in that route.

Within this process of higher education, what role or function is fulfilled by the financial aid officer? Does he identify the disadvantaged? Does he recruit the disadvantaged? Does he work with the disadvantaged in a direct educational function? Generally, my answer would be no to each of these--rather the financial aid officer is a facilitator of individual student goals and ambitions. Without demeaning our function, it might loosely be compared to that of a filling station attendant putting gas in the tank. Periodically the tank needs to be filled with the proper amount, blended from appropriate additives, to permit a journey of prescribed length through a generally known academic climate. Having the right gas in the tank is required to energize the whole vehicle. So our role is one of providing aid, not for the sake of aid but rather for the power which it generates. Later I want to return to the skill and knowledge we need to prepare the proper blend for each vehicle.

If you can accept the role of "energizer" for the financial aid community, then review with me the kinds of problems which hinder our facilitative function. One of these is the obvious lack of research data which bears on the proper blend we mix for a given vehicle. Should we use more or less loan money with the "disadvantaged youth" as compared with others? Can students from such backgrounds successfully be employed while learning? We don't really know the definitive answers yet to many such questions.

Secondly, the instruments, for measuring the degree of emptiness in the tank, were really designed for middle-class, white Americans. The built-in assumptions of parental responsibility and willingness to delay gratification for future benefits may be false. If they are false, the final result of our measurement will be a misjudgment of the student's need. Perhaps we must assume a much greater burden of expense for such students, at least in the initial stages of their education. Rather than wait for these people to come in to our station we may need to make home deliveries. Those pre-entry expenses for clothing and supplies and transportation are as real for the disadvantaged as for the favored. How do we plan for such kinds of assistance? Do we really know the special needs, of this group, which create financial pressures?

Finally, there are several interrelated problems which arise from the desire of varied groups in society to serve the needs of the culturally distinct or disadvantaged members of that society. Each wants to help in a particular way with a measure of control over the service they render. This proliferation of interests at local, state, and federal levels introduces conflicts which arise apart from the conditions which generated the disadvantaged situation. Perhaps these are akin to jurisdictional struggles in a labor situation. The net result may be abrasive situations which impede the progress of the youth we seek to serve.

Certainly, I do not mean to imply that the efforts to date have been a failure, but neither have they been an unqualified success. In Wisconsin we have a long tradition of accepting challenge and meeting it with solutions. The documentation provided to us as preconference reports attests to the presence of disadvantaged youth in large numbers in our state. If we believe advanced education is a viable solution to this problem, we must be willing to structure that route to fit the needs of this group. They may not be able to fit our existing patterns of behavior in the initial stages.

In closing, my remarks are intended to suggest possible improvements, not to offer panaceas. Certainly, we need to structure our future efforts in such a way that feedback data are available for program improvement. As information about a successful and proper procedure is identified, it should be disseminated widely. Somehow, we must focus our resources on the site where the education takes place and permit that institution to blend these resources to fit the needs of its students. Federal and state programs with differing prescriptions and provisions must be compromised. Specific limitations like "2/3 of need" or "upper one-half" are not compatible with the problem we seek to solve. If assistance in reaching an educational goal is what we offer, let's not blunt its impact by changing and varying regulations. Returning to the analogy used earlier, I would remind you that most of us can purchase gas across the nation with a single credit card. Perhaps we can adapt such a seemingly simple approach to assist us in rendering financial aid to needy students.

As I said, these are not final solutions for admittedly complex problems. Neither does this paper address itself to the attendant responsibilities of the financial aids community, but these must also be delineated as we move toward our common goals.

FINANCIAL AIDS

Charles Judge
Director of Financial Aids
Lawrence University

I was invited to be on this panel as a representative of financial aid officers of private institutions within the state. The comments I have to make, however, apply to financial aid in general at colleges and universities. Only later will my comments reflect a particular responsibility for private institutions.

I would like to raise two points concerning which I feel I and other financial aid officers can be criticized in dealing with the disadvantaged student.

First, general financial aid procedures at all colleges are based on the concept of financial need. The need of the student is determined by figuring the total cost of attending an institution less the amount his family should be able to provide from their own resources. The needs of students are met by a combination of scholarships, loans, and work. The need concept is based on certain middle-class values which may well not be appropriate for the student from a culturally disadvantaged background especially in an urban situation.

I contend that a boy or girl living in a disadvantaged situation is expected to provide for himself by age 18. If he finishes high school, the parents feel no more obligation to provide financial support. Therefore, even if the family should be able to provide financial support according to a need analysis, the parents have no intention to provide help and the potential student realizes he must survive completely on his own.

The disadvantaged student that I'm talking about in this instance is not the rural poor, who most likely would qualify for total financial aid, but the inner-city student whose family income might be between $6,000 and $9,000 a year. Yet because of the high cost of living in the inner city and because of the social ethic that a youth should make his own way by age 18, the chance for such a student to receive help from his parents is indeed minimal. For example, the graph that appeared in the working papers showed that less than 10 percent of Milwaukee families have an income of $3,000 or less. I am certain that far more than 10 percent should be considered disadvantaged.

Second, in most cases a student with an average or marginal academic record will not receive scholarship or other gift aid. His financial need instead is met with a high amount of loan. The concept of loan and credit is becoming quite acceptable to most people with middle-class values. We are accustomed to buying things on credit and are used to receiving fair deals. To too many families from a poor inner-city situation, however, the concept of long-term credit is not familiar and loans carry the connotations of loan sharks, usury, and similar problems. Thus to offer a student, from an inner-city situation, a high loan is to frighten him off or it might offer him an obligation which he does not fully understand and which he might have extreme difficulty meeting since his chance for success in higher education is limited.

Having stated these two problems where do we go from here?

I would suggest that students who can be identified as culturally disadvantaged should have their tuition, room, and board provided through some form of grant or gift aid. This grant could consist of money from the federal Educational Opportunity Grant Program and from a state Educational Opportunity Grant Program. Such a state program would be secured through individual school financial aid officers with the administration of the program by the State Higher Educational Aids Board. The student would be responsible for all his personal expenses through work, loans, or summer savings, or a combination of these. In order for a school to receive any money from the state program, it would have to make a commitment. For example, in order for a student to obtain a state grant at a private school, the school must provide the amount of the student's tuition over and above the cost of a state school in scholarship or free gift aid from the school's own resources. This financial commitment would indicate the school's intent to help people from a culturally disadvantaged background. I assume that the state schools should already have such a commitment. Even so, they should be required to have special counselors for this type of student and special educational programs.

The reason I dwell on the topic of institutional commitment is that I would not want any grant or gift program administered by the state to become a supplementary source of funds to a school's present financial aid budget. A state program can only be justified at this time if it is serving a public which is not now receiving the benefits of higher education.

Thus I leave you with the trickiest aspect of my suggestion. How do we best identify the students who are from disadvantaged surroundings and who deserve and need the full stipend help in comparison with those who now receive education under normal financial aid policies including expectations from parents and high loans? Some points that can be considered are making special use of the Milwaukee Educational Opportunity Center, state welfare agencies, Upward Bound programs, and other talent search type of agencies which are working with the disadvantaged. Many of you may come up with better suggestions during the discussion period.

FINANCIAL AIDS IN VOCATIONAL-TECHNICAL EDUCATION

Bruce D. McConnell
Supervisor, Student Financial Aids
State Board of Vocational, Technical and Adult Education

Direct financial assistance to students is quite new in vocational education. Prior to 1965, total aids statewide consisted of a few $25-$50 awards. In 1965, the Vocational Work-Study Program was started. Later that year, the passage of the State Indian Scholarship Bill and the State Leadership Bill made available $197,500. This made it possible for the first time to say that many who needed financial aid to attend school could be helped. Unfortunately, much of our help was restricted to the more college-like programs--the associate degree programs. Only loans and work-study were available to nonassociate degree or vocational students.

The condition this year is unchanged. In fact it has worsened. Due to the failure to fund the Vocational Work-Study Program this year, we have only loans to offer our one- and two-year diploma or vocational students. The outlook for next year is brighter. With the changes in the college Work-Study Program, all of our students, who are in need of financial aid, will qualify regardless of program. If our request to the state legislature is approved, we will be able to offer scholarships to students in all program areas. However much this will help, it will still not correct some basic inequities in the aids programs. The major federal grant program, the E.O.G. (Educational Opportunity Grant Program), will be a part of the financial aid resources in only four to six of our schools. Thousands of our students, and many who will not be able to attend our schools because of finances, do not qualify for help under this program despite the fact that it was set up for the educationally deprived. But even if tomorrow all students would be eligible for all aid programs, our problems in relating to and helping the educationally disadvantaged would still be great.

For example, to aspire to achieve, one needs to feel that the goal is attainable. He needs models to look to, to emulate; he needs to see that friends, neighbors, or relatives have attained similar goals. To the typical educationally disadvantaged youth, whether it be in Milwaukee or New Post (an Indian reservation in Sawyer County), what are his models? He can observe unskilled and semi-skilled workers. In school he is in close contact with teachers and he may also become acquainted with another professional, the social worker. What he is not usually in close enough contact with, unfortunately, is that third category which makes up the majority of occupations, the skilled workers, technicians, and middle management people. How can we expect him to become a mechanical design draftsman, a computer programmer, or a person in any of the thousands of such occupations where the demand for skilled personnel is high if he has no knowledge of them. Unfortunately, we seem to offer to him only two alternatives--college or a dead-end job. We need Educational Opportunity Grants so that the educationally deprived can go to college. But we also need E.O.G's for those who are going for other training. Certainly the E.O.G. Program must not only be continued, but it must be expanded. Collegiate opportunities must be offered to the 20 or 30 or perhaps the 40 percent who should go on to college. But even if 40 percent go on to college, it still means that the majority will not. We need to offer these youths an opportunity, an alternative.

The young man or woman who is not going on to college must be given the opportunity to see that he does have choices. And we must then see that he has the means to attain his goal. To do this means that we must provide better supportive services including substantially increased financial aid programs. These choices must be offered through both our regular programs and through special programs. Some special programs, such as Manpower Development and Training and Adult Basic Education programs, will have to be continued. These are worthwhile and valuable programs. However, they were designed to put out fires, not to prevent them.

To prevent, we must be able to reach out to the individual, particularly the young men and women. In our position paper we outlined an outreach program which would be attainable for the educationally deprived person. The program provides open-door admissions into all programs. Supportive services will be offered to enable the individual to stay in school. The supportive services in this program could include day care, medical help, or other direct assistance. The emphasis is to go far beyond the usual financial aids and to provide that help that is necessary to enable a student to continue his education. Some individualized instruction could be offered in his neighborhood. Perhaps, most importantly, it could be offered by persons who are familiar with and attuned to his way of life. He would not have to make that difficult transition that he now must make to go to school and would be more able to concentrate on his education.

These special programs will only partially meet the needs of the educationally deprived. In our regular institutional programs, we need not only increase our financial aid programs, but we must look at counseling, our total student services, and our curriculum to be sure that they meet the students' needs. We must also examine our procedures and forms. Regardless of how good our programs are or how complete our financial aids packages can be, if the procedure is too sophisticated and there are too many tests or forms, the student will never start school. Our primary purpose should be to involve the individual in the learning process. This may necessitate changes in our total admissions approach.

In summary, we must apply special programs to meet special needs. We may have to continue these programs for the foreseeable future. But the most efficient and effective solution will be to strengthen the individual schools so that they ultimately will be able to meet the vocational and technical educational needs of all persons.

SUMMARY AND EVALUATION OF WORKSHOP #7--FINANCIAL AIDS

Ernest Spaights
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The moderator, the six panelists, and the two evaluators were only part of Workshop #7 dealing with financial aids to college students particularly those considered to be "disadvantaged." The participation of the workshop attendees was such that there was a "give-and-take" atmosphere prevailing throughout the too-short time alloted for this workshop.

There was much information provided by the various panelists; the interchange between the program people and those attending the workshop brought out additional ideas and comments. While there was a wide range of material considered, the comments could be grouped into four general areas: (1) funding, (2) student needs and awarenesses, (3) role of the financial aids officer including cooperation and coordination with other school and nonschool factors, and (4) programming for disadvantaged students. Generally the comments within these groupings could be expressed in terms of needs.

More Nonrestricted Funds for Institutions of Higher Learning

During the course of discussion, it was pointed out that there were few financial aided programs for disadvantaged students as opposed to specific programs for Indian Scholarships and Teachers Scholarships. In contrast, there is greater need for specific funding measures for programs and for the "disadvantaged" students in order to bring about equality in the higher education scene. Current financial practices involved in scholarships and loans tend to mitigate against disadvantaged students as the need analysis techniques for financing students do not take into account the unique financial characteristics of disadvantaged families. The importance of foregone earnings and the high incidence of poor money management are not recognized when a financial aid package is developed. Parents of disadvantaged students do not provide (as a general rule) financial aid for students because their financial expenses are greater and because they feel that young persons should provide for themselves when they reach the age of 18 or so. It was further pointed out that this need for a better funding formula for making loans and grants would perhaps suggest that financial assistance should be given even before the student comes to the university.

In matters of funding, it was repeatedly indicated that the disadvantaged have different needs because of their economic life styles and there tends to be overemphasis as to loans and employment as opposed to grants in aid directly to the students. The financial structure often appears to overemphasize the use of loans and student employment. This is particularly true of the aid packages provided to high risk students. Approximately 60 percent of all aid in Wisconsin during 1967-68 was in self-help; 75 percent of all state aid distributed by the Higher Educational Aids Board in 1968-69 will be in loans.

Regulations imposed on colleges and universities with respect to the use of funds for student purposes often cause considerable concern. Federal involvement in the financial student aid programs often make such programs appear to be inflexibly administered and underfinanced. The formula for determining student eligibility and financial assistance is not in keeping with the disadvantaged student. Financial aid programs are out of step with recent innovations in academic programming, e.g., most programs require that students be enrolled full time.

In addition to the rather inflexible regulations for the administration of student loans, there is a crying need for advanced appropriations and appropriate time schedules in addition to greater funds from the federal, and possibly from the state, resources so that the process of financial aids to students may be more operational.

In general, matters pertaining to the financial aspect of the "disadvantaged" student's life in higher education would suggest that there is need for more funds to be administered in a more realistic way, with the basic philosophy being to assist students whenever possible so as to help offset limitations imposed on them before their actual entrance into the higher education setting.

Student Awareness of Financial Aid

Throughout the workshop, the matter of the needs of the student, as it relates to the higher education program and the funding structure, was paramount. It was indicated that students are generally not aware of the programs and are certainly unaware of the total financial possibilities for their attendance in higher education. It was pointed out that there is need for a model for the "disadvantaged" student to follow in order to achieve an appropriate level of functioning. It was mentioned that most higher educational institutions do not offer such a model. Student needs and finances cannot be handled in isolation; there is need for student assistance in counseling, advising, and remediation. The idea of a student handbook was discussed and it was pointed out that such a handbook should give information as to programs and offer suggestions as to funding possibilities for the student's education.

In discussing the matter of funding as it related to student needs, it was pointed out that there is need for a "clearing house" so that individual students can receive information as to various financial arrangements that could have promise for his benefit. In turn, it was suggested that there be a simplified method in giving aid to the student possibly through the "clearing house" approach and in conjunction with the "credit card" type of arrangement whereby the basic information would be available. The matter of students becoming involved in decision-making with respect to financial programs was discussed and it was generally felt that it might be important to involve students in matters of policy on financial aid as it pertains to programs.

Financial Aids Officer

Considerable time was spent in this workshop on the role of the financial aids officer, as it would appear that such a person is the chief contact person between the students seeking financial assistance and the university program. It is often this person who is responsible for the reality of student attendance in the school of higher education. Most persons attending this workshop agreed on the importance of the financial aids officer's position in higher educational programs and suggested that more operating responsibility and authority be considered for such a position. Accompanying this thought was the whole matter of liaison responsibilities in a cooperative and coordinative way with various programs at the federal, state, and local level so designed to help the "disadvantaged" student. It was indicated that this financial aids officer is possibly the key person in presenting information to students as to financial possibilities in school.

In discussing the role of such a person, it was indicated that the financial aids officer should be a sensitive person with a background in counseling and guidance areas and be able to deal effectively with students with respect to their financial problems and personal problems. It was indicated that obviously this office cannot exist in a vacuum dealing in the financial aid structure and, as such, it should be highly involved in the admissions process. At times, it may be necessary for the financial aids officer to actually be in a position to discourage attendance, in a particular institution of higher learning, dependent upon the student's capacity to achieve. On the other hand, everything should be considered in the way of helping the capable student to attend school. In turn, it may be necessary for the financial aids officer to actually seek out those students who need financial assistance and who are not now receiving appropriate consideration.

In general, the role of the financial aids officer in the structure of higher education as it relates to disadvantaged students was considered to be most vital as he should be the key contact person, between student and university both, in matters pertaining to precollege admission, financial security for appropriate operational status while in school, and serve as a liaison between program development for "disadvantaged" students in the role and function in the university as it pertains to these students.

Programming for Disadvantaged Students

Programming for disadvantaged students should not be considered to be merely the financial support of students in an already established higher educational program. Although student financial aid is most important, the mere existence of financial aid itself cannot solve the basic educational problems of the disadvantaged, and it would appear that such aid can be used more effectively to support students enrolling in special academic programs. This would imply that there should be emphasis given to the development of appropriate academic programs for the disadvantaged student.

Along the same line, it was indicated that there should be programs for disadvantaged students who are not necessarily slated for higher education as such and that special programs should exist perhaps at the vocational school level for some of the disadvantaged students. In turn, there were strong implications that there is need for better assessment as to the potential of the student so that appropriate placement levels could be established to meet specific needs. With respect to funding for disadvantaged students, it would seem that financial aid should not be necessarily limited to institutions of higher learning but strong financial aid might be important at the vocational school level. Such consideration would suggest that there is a need for centralized funding so that it would be possible for the funding structure to follow the student to the school he would be attending as opposed to having the student attend a particular school because of the availability of funds. This idea of centralized funding and financial aid for students regardless of their school of attendance suggested interesting possibilities as to total support for all students following guidelines not too dissimilar to the G.I. Bill.

In discussing programs for the disadvantaged, it would generally seem that all higher education programs are not designed for all disadvantaged students and not all disadvantaged students are meant to attend schools of higher learning and thus, there is need for appropriate programs for those students possibly functioning at the junior college or vocational school level. In turn, financial assistance for programs for these students and for scholarships and loans should not be tied directly to the university where the program is held, but such funds should follow the student as he is programmed into an appropriate educational setting.

RECOMMENDATIONS AND SUGGESTIONS

After review and discussion of all the various comments and ideas, it seemed possible to group all the concerns and recommendations from this workshop into three specific areas: (1) funding, (2) student concerns, and (3) flexibility on the part of the institutions of higher education.

Funding

Funding in matters of programs for the disadvantaged is no small matter and recommendations often times are not possible in the hard and fast sense as the ramifications involved in funding are mammoth. In view of all the possible funding elements, there resulted the following suggestions and recommendations:

1. There is need for more funds to be available to the institutions of higher learning and appropriations should be in harmony with the operational time for school programs.

2. There is need to consider more direct aids to the disadvantaged so that financial aid to students may be on a gift or grant basis during the first year and on a reducing sliding scale thereafter.

3. More funds should be available for scholarships and direct grants as opposed to student loans and student employment arrangements.

4. Consideration should be given for the support for parents of disadvantaged students in view of their loss of financial help that the student could provide if he were not attending school.

5. The financial aid picture in the institutions of higher learning should be such that more control by the individual institution is possible so that flexibility in granting aids to disadvantaged students may be achieved.

Student Concern

There were many comments regarding possibilities for working with some of the concerns of students, which resulted in the following suggestions and recommendations:

1. There is need to make the disadvantaged student more aware of his program and financial possibilities within the institution of higher learning, possibly through the use of a "clearing house" type of concept as well as an appropriate student handbook.

2. A concentrated effort should be made to utilize more "talent search" agencies so that potential students are considered for specialized programs.

3. There is need to develop specialized programs both at the higher education level and at the vocational school level so that appropriate programming may be achieved.

4. Investigation should be made as to possibilities for centralized funding procedure for disadvantaged students so that greater flexibility for appropriate program placement can be realized with appropriate financial backing then going to the training center having the specialized program.

5. The life of the disadvantaged student in higher education must be made better possibly through the process of more direct financial aid as opposed to loans and employment and through the use of sensitive financial aids officers who would be in a position to advise students as to sources of all measurements pertaining to his welfare at the higher educational level.

Flexibility on the Part of the Institutions

There were many comments regarding the various aspects of the role of the institution and higher education in dealing with the disadvantaged student and the following were most representative of the recommendations and suggestions:

1. Institutions of higher learning should receive greater funds for use in this program and should be given more freedom as to how money is used in total program efforts for disadvantaged students.

2. Persons employed as financial aids officers should have some training in guidance and counseling, should have abilities to work in a coordinative and cooperative way with other elements of the institution and society and should be sensitive to the needs of disadvantaged students.

3. Arrangements should be made with universities so that disadvantaged students could attend school on a part-time basis or attend other institutions of learning that might offer programs that would be in harmony with individual needs so that appropriate individualized programming could be achieved.

4. A financial aids officer in conjunction with university program development should be in a position to help generate new career programs for disadvantaged students.

5. Work-study programs with business and industry should be established through the auspices of an institution of higher education so that avenues of new careers might be investigated.

The above comments, concerns, recommendations and suggestions reflect the atmosphere of the proceedings of Workshop #7 dealing in financial aids. It must be noted that every individual comment was not included but the overall tone and specific recommendations were captured to the best ability of the evaluators.

Workshop No. 8

IDENTIFICATION AND MOTIVATION

Panelist Presentations	**Richard M. Blankenburg** **Bjarne R. Ullsvik** **Ruth B. Doyle** **F. Marvin Hannah** **W. George Patten**
Report of Evaluators	**Donald A. Anderson** **Bernice F. Schuld**

IDENTIFICATION AND MOTIVATION

Richard M. Blankenburg
Assistant Professor of Education
Marquette University

Educators have effectively convinced Americans that a formal education will alleviate many of the problems facing society today. There seems to be little doubt that the status of minorities would be considerably enhanced by increasing the number of culturally distinct persons in the various professions; this is the real value and goal of providing formal education for the hitherto denied minorities. Further, it seems imperative that the prospective students recognize that a formal education is not an end in itself. Educators have not entirely succeeded in conveying to these students exactly what a formal education is; the students find it difficult to accept the fact that a formal education is, by its very definition, not entirely relevant to their specific objective. This apparent irrelevance of a formal education certainly deters from the motivation of the culturally distinct student.

To be sure, there are some exciting aspects of a formal education; it should be recognized, however, that the purpose of formal education is to require the student to expand his perspective beyond his immediate goals. In short, a prospective student must have a real desire for a college degree if he is to persevere in his "quest for knowledge." The truly motivated student will have a realistic (though not necessarily a specific) motive for obtaining a formal education.

Educators have long suspected that devices employed to measure the academic potential of prospective students are grossly inadequate when culturally distinct individuals are being evaluated. However, educational institutions have only recently admitted what minorities have claimed for a long time--predictors of academic success discriminate to the detriment of cultural minorities. A University of Connecticut study recently found, for example, that high school rank, a reliable predictor for Caucasian, middle-class students, was a poor predictor for black, economically deprived students. This fact could easily be related to the statement by Baldwin, that, to the adolescent black person, "School began to reveal itself, therefore, as a child's game that one could not win. . . . I had already encountered too many college-graduate handymen." But what unknown factor is the key to predicting college success for the Indian, the Mexican American, the Puerto Rican, and the French Canadian?

It seems obvious that educational institutions lack the sophistication to accurately predict college success for the culturally distinct students. Unfortunately, society has yet to provide all potential students with the "right to fail college." One institution, however, the College of San Mateo, has provided not only the opportunity for any student to attempt a college education, but has also developed a pre-college program to help compensate the "educationally deprived." Perhaps this concept should be the first consideration of institutions attempting to identify prospective college students.

The competition among colleges for black students in recent years has provided an unusual opportunity for many young black high school graduates. Overlooked entirely by institutions of higher learning are the uneducated, dropped-out, 30 and 40 year-old and economically deprived black males. It does seem terribly shortsighted of educators (many themselves beneficiaries of the G.I. Bill) to overlook the potential of this age group. Most Americans look with pride to the G.I. Bill and the results; so the precedent exists for college level educational programs for mature adults. How depressing it must be for an older black man to reflect, "Had I only been born ten years later! What I might have been!" There is a real need today for an educational opportunities program for mature members of culturally distinct minorities.

IDENTIFICATION AND MOTIVATION

Bjarne R. Ullsvik
President
Wisconsin State University-Platteville

The disadvantaged student, who will not qualify for admission as a new freshman at an institution providing a baccalaureate program, usually has deficiencies in reading skills, academic achievement, and persistence toward an academic goal. Because all new learnings must "tie-on" with previous learnings, the level of academic achievement of a matriculating student should be known to those administering the academic program--especially so, with disadvantaged students.

For all new freshman applicants, the Wisconsin State Universities require information as to scores on the ACT Test, as well as a transcript of high school grades. Such records provide basic information so that teachers and counselors can extend aid in the "tying-on" process prior to and during the freshman year. Because of the usual association of inadequate reading skills and academic achievement with the disadvantaged student, there is greater need for similar data on the educational and psychological status of a disadvantaged student.

An institution sponsoring a program for the disadvantaged student should be supplied with the identification of the student in terms of academic achievement, reading skills, intelligence quotients, psychological evaluations, and other information which would be pertinent to his academic skills. Some agency closely associated with the disadvantaged student should supply these basic data and work cooperatively with the institution throughout the orientation period which should include the first academic year of the program. The acceptance of a disadvantaged student should be a cooperative effort involving both the agency and the institution. Such cooperative effort should provide a group of students who should become more successful than if the agency or the institution acted independently. While the agency would have more valid information about the student, the institution has more valid information concerning the instructional facilities and academic standards at the institution. The agency should investigate various kinds of available programs and select that program which portends the greatest personal satisfaction and vocational success for the disadvantaged student. A disadvantaged student could be a failure at a college or a university, and yet, meet with success in an apprentice program which may or may not be sponsored by a vocational school. Similarly, a disadvantaged student could be frustrated and unchallenged at a vocational school, while a college or a university may be able to provide him with the beginnings of an academic career.

Because the effectiveness of learning is measured in the degree of significance of the educational program to the goals of the student, intensive counseling is necessary to eliminate or decrease the effect of those factors that make the disadvantaged student disadvantaged. Parental attitudes and home influences are known to have a detrimental effect upon social adjustment, upon vocational expectation, as well as upon academic success. Effective counseling will be necessary to counteract a low expectation of potentiality, if the handicaps associated with the disadvantaged students are to be overcome or alleviated. Counseling should produce a determination of the readiness of a student for an academic program, and enrollment in that academic program should not be attempted until a chance for academic success appears probable. The determination of when an academic program should be attempted must involve an evaluation of statistical measures, interviews with the student, and conferences with instructors in the courses of possible enrollment. The administrators of the program and the counselors advising students should exercise much care in the choice of instructors. Those instructors who place a priority on the academics, rather than upon student welfare, should not serve on the faculty for the disadvantaged students. The instructors selected should have demonstrated empathy and enthusiasm for student achievement and should possess qualifications acceptable to students as well as accreditation agencies. Standards of scholarship acceptable for accreditation may be necessary for teachers to be selected to become a member of a faculty, but additional qualifications must be satisfied for teaching the disadvantaged. Unless the teaching faculty is concerned with more than academic success, the program for the disadvantaged can hardly be expected to meet with success or satisfaction for either the students or the sponsoring institution.

The credits to be carried by the disadvantaged students should be dependent upon the readiness to achieve a feeling of personal achievement as well as academic success. In spite of arguments to the contrary, academic success will be measured in terms of grade-point averages. The intent of the academic program should be with progress toward a normal load but not accelerated so as to preclude achievement of acceptable grades. If a course is attempted and the student finds himself in academic difficulty, he should drop the course without a failure upon his record--even though such termination takes place just before the final examination. After an orientation period designed to determine the disadvantaged student's ability to pursue a part-time or a full-time load, the student and counselor may desire to either continue toward an academic objective or initiate a change in goal. This change may involve a vocational goal at either a vocational school or an apprentice program. If such an eventuality develops, the orientation period should not be looked upon as a failure, but rather, as a development which could be for the future benefit of the student.

The purpose of a program for disadvantaged students that is sponsored by a college or a university should be directed toward full-time enrollment in an academic program, and the period of orientation with emphasis upon counseling and excellence of teaching should be considered as a "try-out" period. For some disadvantaged students, the "try-out" period will be minimal in length while for others the "try-out" period may extend for a summer session and two academic semesters. The success of a program for a disadvantaged student should be measured in terms of personal satisfaction and success toward an achieveable goal rather than adherence to a preprescribed time schedule. A program for the disadvantaged student assumes a degree of defranchisement for participating students, and success of the program can only be measured in terms of the elimination or alleviation of this defranchisement to provide a more valid determination of potential achievement.

IDENTIFICATION AND MOTIVATION

Ruth B. Doyle
Director of Special Program of Tutorial
and Financial Assistance
University of Wisconsin, Madison Campus

I am interpreting the title of this panel to mean "identification of the motivated." It seems to me that those of us who are in higher education and who are working in special programs have to be realistic about this.

As Dr. Havighurst implied yesterday, motivation is the key ingredient in the success of students from backgrounds which are in themselves not conducive to scholarship. Motivation, in our experience in the Special Program here on the Madison campus, makes the difference between success and failure, since the students in our program are very different in their academic achievement from the vast majority of undergraduates at the University of Wisconsin. Yet some have been very successful, and many have been moderately so.

Yet, as far as I know, there is no known way to motivate. People become motivated, but no one really knows how or why. For example, we have had applicants to our program, who come from non-English speaking homes where the parents had a second-grade education in Puerto Rico or Panama, or were raised in the heart of East Harlem, who end up number 10 or 12 in classes of 1,100 in New York high schools and have SAT scores in the 700's. (Incidentally, such students are not eligible for our program, although the University happily offers them admission through regular channels. I suspect they wind up at Harvard or Yale.) What causes this phenomenon? If we know, of course, we would be a long way toward solving the problem of motivation. But, like many other aspects of life, this remains a mystery.

Sometimes, of course, the change of environment is a motivating force; a flower will sometimes bloom better after it has been transplanted, but usually not in the first year--and sometimes not for several years, too long a time for the college experience. I grow a little wary of the recommendation which says, "John has not been motivated in high school, but would probably be motivated in a University such as yours." It appears that if he hasn't been, he won't be. And, in any case, it's awfully "chancy."

So we have to identify those who are already motivated. Fortunately, there are many of these in the other streams of the American culture. We use all kinds of assistance in identifying these--counselors, agencies, students in our present program, etc.

And I should mention one rather obvious, but perhaps effective, test of motivation which we use in our program. I suspect most others in similar programs use it too, but maybe they haven't identified it as a test of motivation; we send out no application forms except on the written request of the applicant himself. Our application procedures are more elaborate than regular applications for admission. There are several stages. Students who are clearly uninterested and unmotivated often fail to finish their applications. At some stage, they fail to respond.

In this identification process--which, as I say, other people do for us--we do occasionally find an intelligent, able, motivated person whom we cannot now consider, because he does not have the required high school units. If there is validity to the notion that education is a continuous process, it is clear that a student cannot do college mathematics without high school mathematics, etc. So I would like to toss out the following proposal, as one which is appropriate for consideration at this and similar gatherings, and I hope maybe someone will take it seriously:

PROPOSAL FOR A COLLEGE PREPARATORY HIGH SCHOOL

Proposal: It is proposed that there be established somewhere in the state of Wisconsin a College Preparatory High School, sponsored cooperatively by the University of Wisconsin and the Wisconsin State Universities.

Purpose: Enrollment at the College Preparatory High School would be limited to students who (1) had not finished high school, or who had not taken the units required for admission to college; (2) were, in the judgment of all concerned, capable of earning a college degree provided that academic deficiencies could be removed; and (3) are older than the traditional high school student and financially and culturally, as well as academically, disadvantaged.

Description: The College Preparatory High School would be in operation and completely staffed 12 months of the year. Students would enroll in the courses they needed to fulfill requirements, but might also take a course or two for enrichment only. Science courses--such as chemistry, biology, and physics--would be offered in fully-equipped laboratories. Instruction in all areas would be individualized with the sole purpose of preparing the student for college as quickly as possible. All areas required for college admission--mathematics, science, social science, and English--would be offered.

Enrollment would be possible on the first of any month throughout the year. Students would be enrolled only as long as it took to complete the requirements for admission to college. Financial aids, similar to those offered college students, would be available for the period of enrollment at the College Preparatory High School. Other resources of the students (such as Aid to Dependent Children, G.I. benefits, etc.) would be available.

Curricula would be established and courses planned by joint consultation between the State Universities and the University of Wisconsin. Class size would vary from one to 20.

Comment: No one knows how many people there are in Wisconsin who are presently eligible for such a school. No one knows how many people might become interested in attending college if the opportunity were available to fill in and complete the academic background necessary for success in a college program.

Estimates of potential enrollment could be made through the Milwaukee Educational Opportunity Center, the Racine Environment Committee, and similar agencies established to promote equality of educational opportunity.

Over the past three years, while recruiting students for the Special Program of Tutorial and Financial Assistance, an increasing number of this kind of capable, but disadvantaged person has come to my attention.

No one community has enough of these students to establish such a school. Area technical colleges have offerings limited always by the number of students interested. A statewide center would insure a steady enrollment and justify complete course offerings at all times. Twelve-month operation and monthly enrollment would insure economical operation, since staff would be fully utilized throughout the year.

The school could be located in almost any community where there are a few rooms and apartments available and a school building which is usable. The emphasis would be on academic quality and efficiency--not on equipment, buildings, or grounds.

Quality of education would be a primary goal. A student who received his high school mathematics and science instruction in the College Preparatory High School should be as well prepared as any other student in the University to follow his interests into any scientific or medical field if he wishes. Too often, at the present, students must modify their natural inclinations and interests to accommodate to a deficiency in mathematics and science. The same would apply to foreign languages.

Establishment of such a school would not remove the need for special programs for students with marked differences of background and preparation within the universities. It would make some people, who cannot now be considered, eligible for such programs.

IDENTIFICATION AND MOTIVATION

F. Marvin Hannah
Instructor
Milwaukee Technical College

For any member of the student subculture, identification with and motivation in an institution of higher learning is extremely difficult today. For the culturally deprived segment of this population, the problem is even more acute. There is the loss of a "sense of belonging." There is alienation and drift as the student is caught up in a mass of procedural arrangements, draft deferments, locker assignments, etc. Like some unfeeling commodity, the student is plunged into an impersonal process and chartered and rated into individual obscurity.

The institution with which I'm associated, the Milwaukee Technical College, is no different than any other Wisconsin school of higher learning. The educationally deprived are mostly comprised of black and Spanish-speaking students. The lack of identification that these students experience with the school, the instruction, and the school administration is an extension of the alienation they already feel from the larger society.

As an alumnus of MTC's Junior College Division, I experienced and witnessed this lack of identification and motivation in myself and fellow black students. The reasons are many, but those categorized below are the most distressing.

Teacher Sensitivity and Curriculum

There is no gross difference between the junior college curriculum at MTC and others throughout the state. Yet, in some of the core courses which could have special significance in the context of the cultural experience of black students, the contribution of minority group members was either ignored or thought to be of little moment.

As a student, during a class discussion of American History of the Civil War, I asked the instructor the extent of slave and black participation. He stated, ". . . while there were some, the number was negligible." At the next class session, I presented to him a Milwaukee Journal editorial (February 23, 1965) detailing extensive black participation in the Civil War. He looked at me and simply said, "Touché." His attitude and lack of concern indicated to me a complete disregard for me as an inquiring student, and the cavalier dismissal of my question further indicated that it had no merit. Instruction and instructors in other classes were similar. When I suggested in a literature class that black American writers and African writers had relevance, I was summarily dismissed.

Curriculum then, and to a degree now save for some individual instructors, does not give the black student a sense of relevancy and identification to the instruction, the school, and to the larger society. For the black student, there is a discontinuity in cultural experience, a split between their life experience in the ghetto and the white middle-class value structure represented in the schools. Such a discontinuity does not exist for the white middle-class student.

Counseling

Student counseling is a vital part of a student's academic life. Counseling should motivate and direct students towards making their school life successful--to channel, and if necessary, redirect their skills and talents.

The counseling done with the black student does not assume these objectives. Most counselors are white, attempting to aid and counsel students with problems which are outside their cultural experience. Except for one counselor, the entire counseling staff at MTC is white--white with accompanying middle-class values and attitudes. I've heard, as a student and as an instructor, comments regarding counseling of black students that indicate a startling range of ignorance which can only redound to the detriment of these students. There is no awareness of the educationally deprived students' unique problems and their sometimes unique solutions. There is a lack of understanding and communication between the counseling staff and the disadvantaged black student. The student feels that the counselor's services have no utility for him. Therefore, he is not motivated to seek counseling when he most needs it.

School Resources

The lack of identification with the school is conspicuous by the fact that few belong to fraternities or sororities or other school clubs. Those black students, who have been assimilated into these groups, come largely from the black middle-class. They are as motivated as their white peers, and can hardly be considered educationally deprived.

I served on the Student Government at MTC for a short period of time. I encountered difficulty seeking to implement suggestions regarding black students. Such suggestions were for courses in black history and literature, and the creation of a black awareness student group (which would also include white students).

Black students do not utilize the school resources because of their negative experiences with bureaucratic institutions in the larger society. Such failures translate to other institutional resources, such as the Student Employment Services. Black students do not use them because they do not believe they will be treated fairly.

School Administration

The educationally deprived person views administration as part of the bureaucracy which has been to blame for depriving him of what he sees the larger society enjoying. The black students see no empathy or understanding of their needs and desires on the part of the individual in policy-making positions. The attitudes evinced by the administration can easily be interpreted as a lack of concern for the school's disadvantaged population. School administrators tend to interpret any grievance or "noise" from black students as oversensitivity and as irresponsible black radicals seeking trouble and confrontation.

Subtle Signs

Discrimination and its subsidiary evils are most devastating and demeaning in subtle forms. Such subtleties can be in attitudes, various remarks, art forms, seating patterns, and many other instances.

The range of overt and covert patterns of invidious comparisons weighs heavily in the identification process of the black student with his college.

SUGGESTED RECOMMENDATIONS

The recommendations stated are broad and general so as to apply to any Wisconsin institution of higher education. The primary focus should be to make each student realize his potential and to successfully complete his educational goals.

Teacher Sensitivity and Curriculum

Institutions should attempt to sensitize instructors to the subculture of poverty. Many institutions have seminars and sensitivity training to acquaint their instructors with their educationally deprived students. Inservice type training is also widely utilized. Curriculum committees should conscientiously make changes and innovations in the core courses to make the areas of study relevant to black students. This means the inclusion of black contributions and accomplishments.

Counseling

Counseling of black students should be done by one who thoroughly knows and understands the black subculture. Some whites are sensitized to the unique needs of the black student, but my frank and honest contention is that blacks identify with blacks best.

School Resources

Every available means should be used to incorporate the black student into all segments and experiences of school life. This includes representation in Student Governments, Student-Faculty Boards, Curriculum

Review Boards, Student Affairs Committees, and any part of decision-making positions students are involved in which ultimately affect their identification, involvement, and success as students. The school resources must not only be accessible but they must seem to be accessible.

School Administration

School administration must share the bulk of the responsibility in insuring that the educationally deprived student has an all-encompassing academic life. Above all, it must eliminate the communication gaps between the deprived segment and the institution.

Therefore, it is recommended that a staff position be created and invested for a black person with decisional latitude wherein a black person can assist and deliver to black students the institutional resources which he vitally needs in all departments of the college.

SUMMARY

The problems of identification and motivation are great concerns, yet the possible solutions are not so complex. Institutions must not simply close their eyes and ears to the voices and needs of the educationally deprived. Black students, while not able to readily identify with the institution, nevertheless are more militant minded and are demanding that their voices be heard. They must be heard! For if they aren't, these voices will go underground and create even greater problems.

Institutions must recognize that there are unique needs in the subpopulation and that they must also be willing to draw upon the experience, advice, and programs of those who know the poverty subculture. These resource persons should include not only the students, faculty, and staff, but also people from the community not necessarily in academic occupations.

Motivation precedes academic accomplishments; if the student is given the "sense of belonging," as well as a feeling that the institution "cares" about him, there is motivation for success and achievement.

But to hope for this, Wisconsin's institutions must have the compassion and willingness to listen, learn, and make the necessary changes to assimilate all segments of the student subculture into their institutional life.

IDENTIFICATION AND MOTIVATION

W. George Patten
Executive Director
Opportunities Industrialization Center
of Greater Milwaukee

IDENTIFICATION

The task of identifying the needs and/or aspirations of those we often refer to as underprivileged or educationally deprived is by no means a simple one. As a matter of fact if this task could be adequately accomplished, then the matter of setting up programs to meet identified needs would be simple indeed. It is almost futile to attempt to delineate the many reasons why it is so difficult to identify the needs of these individuals. Suffice it to note that this matter of identification of needs is indispensable to their participation in developmental programs; for it is on the basis of their participation in developmental programs that they can hope to become productive citizens and participants in the mainstream of American life. The task for teachers and administrators is great, and it might well be that we are approaching the time when some drastic changes will be taken in our approach to the education of some of our youths.

In order to identify the needs and aspirations of the underprivileged and culturally deprived youngsters, the following steps are recommended:

1. Become acquainted with the aspirations of the people--talk with them.

2. Seek their commitment and advice on the setting-up of the program.

3. Find out if there are any obstacles which would limit their participation.

4. Try to discover each individual's specific interest or need insofar as subject areas are concerned.

5. Be informal and remember you are dealing with adults, not children.

6. Stick with it; keep your part of the bargain.

7. Use all the resources of the community that you think are feasible. For example, if there are available trainees in the community who have attended similar programs, ask them to use their influence to encourage others to enroll.

8. Attend churches or other social gatherings in the community so that the community gets accustomed to you and so that individuals will feel free to talk with you alone or in the company of their neighbors and friends.

9. Try to understand the power structures both formal and informal.

10. Study the community, its organizations, history, social groups, and resources.

11. Be patient, be understanding, listen more than you talk.

12. Spend the maximum time explaining. Remember that these people have suffered many defeats, humiliations, and cheating from "educated" people, and are likely to be very wary about even revealing their need for an education or committing themselves to an educational program.

The above steps, while not complete, strongly suggest that the teacher can be given very little, if any, guidelines and/or formulas as to how to proceed in order to identify the problems of the "special" group with which this conference is concerned.

MOTIVATION

It is my judgment that adults cannot be motivated, that the teacher or institution can, by virtue of knowledge of what the individual adult is inclined to do, attempt to "structure" a situation which will appeal to the adult. Two underlying factors on which the statement rests are: (1) the reporter's personal experience in dealing with adults and (2) an attempt to interpret the literature on motivation.

The literature of experimental psychology--whether of learning or of perceptual processes, of animal or human behavior--is replete with assumptions and hypotheses about underlying motivational principles. To make just passing mention, it ranges all the way from William James, who was a firm believer in instinct as the foundation of behavior, to Clark Hull who first perceived the relation between motivation and learning. Such has been the controversy as to what is motivation that one is hard put to find a single statement which would be deemed acceptable.

P. T. Young noted that "The concept of motivation is exceedingly broad--so broad, in fact, that psychologists have attempted to narrow it . . . (singling) out one aspect or another of the complex process of determination. The two most important aspects are the energetic aspect and . . . regulation and direction." Young sees motivation more specifically as ". . . the process of arousing action, sustaining the activity in progress and regulating the pattern of the activity."

Gardener Murphy considers motivation as the "general name for the fact that an organism's acts are partly determined by its own nature and internal structure." On the other hand, N. F. F. Maier used the term motivation to "characterize the process by which the expression of behavior is determined or its future expression is influenced by consequences to which such behavior leads."

In 1949, D. O. Hebb wrote that, "The chief problem that the psychologist is concerned with, when he speaks of motivation, is not arousal of activity, but its patterning and direction." He further noted that, "The term motivation refers (1) to the existence of an organized phase sequence, (2) to its direction or content, and (3) to its persistence in a given direction, or stability of content."

On the basis of further evidence and analysis, Hebb later reversed himself, separating cue and arousal aspects of sensory events, and noted that, without a foundation of arousal, the cue function could not exist and that arousal was synonymous with a general drive state. In light of the viewpoints noted, there seems to be no one set of phenomena, or conditions under which behavioral phenomena occur, with which all motivational theorists are concerned. However, generally speaking, there seems to be concensus among the majority that learning is modification of behavior through experience, that what man learns is determined on the one hand by his constitution and on the other by the demands which environment makes upon him, and that motivation is an essential condition for learning.

Of the influence of motivation on learning, Clark Hull had this to say: "When a condition arises for which action on the part of the organism is a prerequisite to optimum probability of survival of either the individual or the species, a state of need is said to exist. Since a need, either actual or potential, usually precedes and accompanies the action of an organism, the need is often said to motivate or drive the associated activity."

Boyd's model for the "Analysis of Motivation" seems to form a reasonable peg on which to hang this analysis. Boyd's observation of the model for analysis is as follows: "One workable solution to the operationalizing of the concept may be achieved by viewing motivation in terms of regions and phases. Regions are defined as the life-span dimensions of the situation . . . these regions may be designated simply the psychological, physiological, and social-cultural. The interactions within and among these regions take place in four phases, namely: source, arousal, expression, and reward-punishment."

Boyd's two main sources of motivation are psychological and social-cultural. In commenting on the social-cultural forces he notes, "The responsibility to family raises a strong social-cultural force in individuals . . . . Many women enrolled in literacy classes to help their children. Some parents believe that their learning to read and write would be an incentive for their children to remain in school. Such behaviors are here identified as having their basis in social-cultural sources of motivation."

These two observations were clearly identifiable in the literacy classes held at the Madison Vocational, Technical and Adult School. It is to be pointed out that, at the second class, a lady brought her daughter. This was what the daughter said to the teacher after class: "I have three children to raise and no husband. I have tried to get into Practical Nursing for three years now, but each time they turn me down. They told me I did not finish high school. They have many high school students applying and they can't even take all of them. I had almost given up, but now if I can improve my education, I am going to try again. Do you know Mrs. Z? (Mrs. Z is the person in charge of the Practical Nursing Department at the Vocational School.) She told me I could take night classes in English and some other subjects and keep on trying."

Another lady who brought her 24 year-old son said, "I really want to get my son to get a little more education and by me attending, I think that will encourage him to come."

According to Boyd, there are two aspects to the arousal phase in fundamental education. The first is a consideration of what forces brought the participants together. The second is a consideration of what forces are employed in the instructional situation to motivate learning.

Boyd thinks that both the psychological and social-cultural forces interact and that it is difficult to separate one from the other. For example, he notes that, "The discontent of being what one is and the realization of being something else were operating forces in the situation. Discontent is not sufficient. There must be some image that serves as an incentive for action." The following comment by one student who joined the literacy class seems to justify Boyd's point. This man works as a janitor at the Veterans Administration Hospital in Madison and this is what he said: "I am tired of pushing that broom all day, just tired. I work 10 times as hard as those people sitting around a desk all day, and yet what I get for a month is what they get for a week. I got to do something. I am tired of pushing that broom, killing myself for nothing."

The influence of the reward and punishment idea was clearly evident from the beginning. One of the first questions asked at the beginning was, "Will we get a certificate after finishing the course?" A positive reply was evidently stimulating--and the news went around in the community. "You will get a certificate if you take the course."

"Arousal," says Boyd, "is intimately tied to reward and punishment." Could he hope for reward in the certificate he would obtain? One tentative conclusion drawn from the deliberation of the first five sessions of the class was that they would eventually improve their status in the community if they could obtain a diploma or certificate. When it was announced that certificates would be issued at the end of the course, one man was heard to remark: "It's time my name got on something."

Among Maslow's hierarchy of needs are:

1. Acceptance--affection, love affiliation, belonging, companionship, friendship.

2. Self-esteem, self-respect, self-satisfaction.

3. Mastery, success, achievement.

Why were these individuals interested in finding out if they would get a certificate at the end of the course? It could be anything from the need for self-esteem to the need for achievement.

The question as to why the lady accompanied her son merits further examination. A possible answer could be found in what Erickson had to say in *Childhood and Society*. He wrote, "Parents must not only have certain ways of guiding by prohibition and permission; they must also be able to represent to the child a deep, an almost somatic conviction that there is meaning in what they are doing. Ultimately, children become neurotic not from frustrations, but from the lack or loss of societal meaning in these frustrations."

Here was a son who could not get a worthwhile job because of lack of basic education, and here was a mother trying to get him back to school. Here was a daughter actually frustrated because she could not get into practical nursing because of inadequate education and here was a mother attempting to bring her back to school. Were not these parents now trying to inject societal meaning into the lives of their children? Of the social-cultural significance of motivation Symonds had this to say: "There is good reason to believe that because basic motivations reside in human relations, striving for external tokens of approval in the form of tangible rewards, prizes, badges and marks is subordinate to striving for direct recognition and approval from a parent, a teacher or a peer."

According to Lewin, cognitive theory deals with the problem of how people gain an understanding of themselves and their environment, and how using their cognitions, they act in relation to their environment. Field theory centers on the idea that all psychological activity of a person occurs in a field; it is a part of a totality of coexisting factors which are mutually interdependent. Lewin considered psychology a science closely related to everyday life. The center of psychological interest was the motivating condition of person-environment situations. To him the purposiveness of cognitive-field psychology is imminent in--operative within, not transcendental to--attending beyond the world of experience. Instead of picking out one or another isolated element within a situation, the importance of which cannot be judged without consideration of the situation as a whole, field theory finds it advantageous, as a rule, to start with characterization of the situation as a whole.

In reporting on the Field Theory and its Educational Consequences for the *Forty-First Yearbook of the National Society for the Study of Education,* Hartman noted that "learning is best motivated by goals established or accepted by the learner as a result of his needs" and that Matthew Arnold's eulogy of Sophocles as one who "saw life steadily and saw it whole" remains a valid picture of the end toward which personality growth should be constantly directed.

From what is now known about the cognitive-field theory, it seems a relatively safe assumption, that the acceptance of goals which Hartman referred to depends on an awareness of needs within a given environment. Bigge noted that "within cognitive-field theory, learning, briefly defined, is a relativistic process by which a learner develops new insights or changes old ones." I can support the statement by noting that, in a class dealing with basic arithmetic, adults expressed their need to check their hours of work correctly. They could not multiply well and felt "unsafe" about their shortcomings. Their concern was the result of their consciousness that the society in which they lived made it incumbent on them to acquire these basic skills.

This was exactly what one lady expressed when she said, "I just don't see it." She was right, for to her at that time five plus three and five times three meant the same thing. Bigge defined insight as "a basic sense of, or feeling for relationships." The choice of material presented must be strictly in relation to the student's interest. They must be things that they said they wanted to know. I find myself incompetent to accurately describe the tremendous interest that was displayed by the students throughout certain sessions in basic arithmetic. No special criterion should be established initially to determine the rate of achievement by individual members, but it will be obvious to the alert teacher that progress is being made.

Cognitive-field psychology explains development of insight as a change in cognitive structure of life space. It represents a relativistic instead of an absolutistic or mechanistic way of viewing man and the learning process. Lewin, who was one of the first to develop the cognitive-field theory, considered psychology as a science closely related to everyday living. As noted earlier, to him the center of this psychological interest was in the motivating conditions of person-environment situation. Those adults who attended the classes were not doing so out of curiosity. They felt a definite need in relation to their daily activity; they expressed it and they displayed tremendous interest in the classes. They asked practical questions and more than that brought their sons and daughters whom they knew had similar needs.

Here was a case of an ardent church worker who, as treasurer of the church, wanted to learn how to calculate money. Her interest in her church work was of such intensity that it was difficult to get her to bypass a church meeting to come to class. Here was a mother who depended on her son for support and was so concerned about his educational improvement that she was attending these classes with him. Her remark was, "I don't think that at my age, I will benefit much by coming, but I really want my son to get a little more education. He needs it and it will help him."

In reporting on the field theory of learning for the *Forty-First Yearbook of the National Society for the Study of Education*, Kurt Lewin had this to say: "In addition to the forces resulting from the cognitive structure as such, the cognitive structure is deeply influenced by the needs of the individual, his valences, values and hopes." These forces play an important role in the solution of any intellectual task. In fact, a psychological force corresponding to a need can be said to have two basic results. It leads either to locomotion of the individual in the direction of the psychological force or to a change of his cognitive structure in a way which facilitates it. Therefore, all intellectual processes are deeply affected by the goals of the individuals.

It is a rather difficult task to get adults, who are "functionally illiterate," to attend classes, but once they start to attend and the teaching seems relevant to their interest, they continue to come. If there is any conclusion to be drawn from this observation, it is that these adults have become motivated as a result of a dynamic psychological situation characterized by the desire to learn.

I recall the remark by one adult on her way to the first class, "We are going to see what it is like, then we will make up our mind." This was the same person who brought her daughter to the second class.

Two factors which seem to be of significance in the cognitive-field theory are: (1) need realization and (2) personal involvement. The need realization takes note of the life space which includes goals and barriers to the achievement of these goals. When a barrier (physical or psychological) appears the person feels tension. The tendency is to release tension by proceeding toward a goal, including the overcoming of whatever barriers are in the way of motivation. This seems to be the stage of personal involvement.

The cognitive-field theory underscores learning as purposive and that even a child, unless he realizes a need to learn something, will either not learn it at all or will learn it only in a transitory and functionally useless way. This observation seems to be of special significance in adult education. Dealing with adults means that one is working with highly differentiated persons. In attempting to anticipate the motivations, interests, skills, and abilities of adults, programming should be largely a "tailor made" affair.

The central argument which the cognitive-field theory seems to express is that, within a series of overlapping life spaces, a person's life is a continuity of psychological tensions, locomotions, and new equilibrium. When there is an increase of tension in one part of a life space relative to the rest of the system, disequilibrium occurs. When a person finds himself in a state of disequilibrium and attemps to return to equilibrium, psychic energy is expended--he engages in psychological locomotion.

A reasonable approach to a program of adult education, particularly as this is related to those whom we often refer to as "functional illiterates" seems to take into consideration the following:

1. A comprehensive program in which is involved whatever type of skills the clientele is disposed to be involved in, plus general education courses to be taught conjointly with such skills.

2. A job development program which would seek to find out what type of training industry requires and also to seek to place these trainees in jobs.

3. An inservice program in which employers play a major role in helping the instructional program meet the needs of industry.

4. A dynamic counseling program.

It is my opinion that this approach is basically realistic and that it would accomplish some of the following things:

1. Students would be motivated to enter the learning situation.

2. It would facilitate the type of interaction process whereby those who teach as well as those who learn could at least find optimum satisfaction.

3. It would facilitate some justification for expenditures for education.

4. It would place people in jobs.

5. In the long run, level of income and standard of living should rise. It would make the learning situation appear somewhat meaningful.

6. It would facilitate at least partial evaluation of the program.

Admittedly, the specific references made, in discussing motivational forces, were in reference to adults involved in basic education. It is by no means idle to opine that similar circumstances hold true for youngsters seeking higher education and technical training.

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EVALUATION OF WORKSHOP #8--IDENTIFICATION AND MOTIVATION

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Identification with and motivation in an institution of higher learning is extremely difficult for most students today. For the culturally deprived, the problem is even more acute. Like some unfeeling commodity, they are plunged into an impersonal process and chartered and rated into individual obscurity.

The lack of identification experienced with the school is an extension of what the minority group already feels from a larger society.

Some factors contributing to the lack of motivation and identification were expressed as:

1. Lack of teacher sensitivity and an irrelevant curriculum.
2. Counseling done primarily by whites with middle-class values and attitudes.
3. School resources such as fraternities, clubs, and sororities, that exclude minorities.
4. School administration displaying lack of understanding.

To motivate, a situation or climate must be created in which one finds his own interests and needs. This involves becoming well acquainted with the aspirations of the deprived. It calls for understanding, involvement, and sincerity. Certainly the workshop agreed that a carefully selected staff, truly concerned with the welfare of students, is necessary.

As the welfare of students is considered, a real need evolves for a staff to recognize motivation in a variety of forms as they may be displayed by the students. Trained individuals, such as counselors, can and should play a key role in the motivation of the student. It was brought out in the workshop that, in order to effectively counsel, the individual counselor must be one that relates readily to the student--for example, a black counselor for black students.

We need to be more realistic in our look at past experiences with students. What about the individual who appears to be successful in his own society--for example, the student who has managed somehow to achieve well in the inner city--can this sign of success be translated to the possibility of success in college or university? Our faculties need to be on the alert in order to recognize indicators of probable success or failure, and then apply the needed assurance that they have compassion for the student.

Recommendations evolving during the discussion were:

1. Sensitizing instructors to the feelings of the educationally deprived.

2. Every effort should be made to incorporate minority group students into all segments and experiences of school life.

3. School administrators must show more conclusively that they accept the responsibility of insuring that all students have a meaningful academic life.

4. Credits carried should be dependent upon readiness of the student with an opportunity of dropping courses at any time, up to the final examination, in which a student finds himself having difficulty.

5. Colleges and universities must make the commitment to provide the atmosphere in which all individuals can feel a kinship. (See Appendix I--Resolution.)

6. Opportunities must be provided for orientation to and preparation for institutions of higher learning. (See Appendix II--Proposal for a College Preparatory High School.)

APPENDIX I

RESOLUTION

WHEREAS many of our institutions of higher education as they now exist do not provide an atmosphere which permits self-motivation and identification by minority group students,

BE IT RESOLVED and recommended to the Coordinating Committee for Higher Education that:

1. Provision be made for promoting faculty sensitivity to minority group problems and strengths.
2. Counselors and directors for minority group projects be found from among the minority groups themselves.
3. Faculty be recruited from leaders in the minority group culture to provide courses in these areas.
4. Wisconsin institutions of higher education seek minority group persons for staff positions and invest them with decisional latitude and to assist and deliver to the minority group students institutional resources in order to help eliminate the gaps between the institution and its minority group students.

APPENDIX II

PROPOSAL FOR A COLLEGE PREPARATORY HIGH SCHOOL

Proposal: It is proposed that there be established somewhere in the state of Wisconsin a College Preparatory High School, sponsored cooperatively by the University of Wisconsin and the Wisconsin State Universities.

Purpose: Enrollment at the College Preparatory High School would be limited to students who (1) had not finished high school, or who had not taken the units required for admission to college; (2) were, in the judgment of all concerned, capable of earning a college degree provided that academic deficiencies could be removed; and (3) are older than the traditional high school student and financially and culturally, as well as academically, disadvantaged.

Description: The College Preparatory High School would be in operation and completely staffed 12 months of the year. Students would enroll in the courses they needed to fulfill requirements, but might also take a course or two for enrichment only. Science courses--such as chemistry, biology, and physics--would be offered in fully-equipped laboratories. Instruction in all areas would be individualized with the sole purpose of preparing the student for college as quickly as possible. All areas required for college admission--mathematics, science, social science, and English--would be offered.

Enrollment would be possible on the first of any month throughout the year. Students would be enrolled only as long as it took to complete the requirements for admission to college. Financial aids, similar to those offered college students, would be available for the period of enrollment at the College Preparatory High School. Other resources of the students (such as Aid to Dependent Children, G.I. benefits, etc.) would be available.

Curricula would be established and courses planned by joint consultation between the State Universities and the University of Wisconsin. Class size would vary from one to 20.

Comment: No one knows how many people there are in Wisconsin who are presently eligible for such a school. No one knows how many people might become interested in attending college if the opportunity were available to fill in and complete the academic background necessary for success in a college program.

Estimates of potential enrollment could be made through the Milwaukee Educational Opportunity Center, the Racine Environment Committee, and similar agencies established to promote equality of educational opportunity.

Over the past three years, while recruiting students for the Special Program of Tutorial and Financial Assistance, an increasing number of this kind of capable, but disadvantaged person has come to my attention.

No one community has enough of these students to establish such a school. Area technical colleges have offerings limited always by the number of students interested. A statewide center would insure a steady enrollment and justify complete course offerings at all times. Twelve-month operation and monthly enrollment would insure economical operation, since staff would be fully utilized throughout the year.

The school could be located in almost any community where there are a few rooms and apartments available and a school building which is usable. The emphasis would be on academic quality and efficiency--not on equipment, buildings, or grounds.

Quality of education would be a primary goal. A student who received his high school mathematics and science instruction in the College Preparatory High School should be as well prepared as any other student in the University to follow his interests into any scientific or medical field if he wishes. Too often, at the present, students must modify their natural inclinations and interests to accommodate to a deficiency in mathematics and science. The same would apply to foreign languages.

Establishment of such a school would not remove the need for special programs for students with marked differences of background and preparation within the universities. It would make some people, who cannot now be considered, eligible for such programs.

Workshop No. 9

TEACHER PREPARATION

Panelist Presentations	Hardean I. Peterson Richard H. Davis G. John Stoelting David L. Bowman Merle W. Bodine Marilyn S. Cowser
Report of Evaluators	Keith W. Stoehr Sara M. Steele

TEACHER PREPARATION

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The Statutes of the State of Wisconsin have given the State Superintendent the responsibility to establish standards for the certification of teachers for the public schools in our state. The State Superintendent has established a policy of certifying teachers through the approved program approach which allows for experimentation inasmuch as proposed programs of teacher education need only his approval before implementation. There are no problems of meeting any legislative requirements except in the case of "Conservation of Natural Resources and Cooperatives." This freedom and flexibility is important and has already proved to be beneficial when one looks at the intern program as it now operates in Wisconsin.

The Department of Public Instruction, in its position paper for this conference, states, "It is clear that our definition of the disadvantaged child is close to that of Marans and Lowie, 'when we speak of the disadvantaged child, we refer to a child deprived of the same opportunity for healthy growth and development as is available to the vast majority of the other members of the large society in which he lives.' We are concerned here with any child unequipped to handle the regular school program regardless of whether this deprivation comes about because of poverty, physical handicap, mental retardation, emotional disturbance, or any other cause."

It was my privilege to attend a conference in Mankato, Minnesota, last April. It was a working conference sponsored by UMREL to assist the Teacher Advisory Committee to the Minnesota State Board of Education as it considered the professional education sequence in the colleges and to determine guidelines for such sequences. It was not specifically designed to consider the preparation of teachers for the disadvantaged, but some of the emphasis on teacher education in general applies also to the disadvantaged as the concern was for quality teaching.

Dr. Dean Corrigan, from the University of Rochester, suggested four components in the professional sequence:

1. Build in the personal dimension
    a. Understanding
    b. Sensitivity

2. Social Action groups
    - a. Relevancy
    - b. Commitment to teaching
3. Professional sequence should be continuous for the four years
    - a. The theory
    - b. Practice - observation
    - c. Flexibility with provision for independent study
4. Faculty and public school cooperation
    - a. Shared time - joint appointments
    - b. Cooperative inservice activities

Some of the suggestions made to encourage the affective side which I believe have been neglected in teacher education are also found in a report to the State Superintendent relative to the student teaching or clinical experience phase of student teaching. Perhaps we have attempted to put too much stress on the science of teaching and have neglected the art of teaching.

This report points up the joint responsibility of the college or university, the public schools, and the Department of Public Instruction. The public schools offer indispensable opportunities for the field experiences which I believe to be the critical area in the preparation of teachers. It is here that understanding can best be reached. It is here that the study of the individual, sociological understandings, motivation, and how children and youth learn can be synthesized into a rational philosophy. It is through the field experience that the prospective teacher can be best helped to understand his role and responsibility as it relates to instructional objectives as well as to his membership in the academic, professional, and geographic community.

The State Superintendent, in recognition of the above has put in the next budget of the Department a nominal sum to provide reimbursement to local school districts. This reimbursement would provide some financial aid for services of staff members who serve as cooperating teachers and/or coordinators of field experiences.

Reference was made previously to the affective domain. Speaking not as a researcher or teacher educator, it does seem to me that we have neglected this area. I sometimes feel that all of our research, studies, and experimentation have been directed towards attempting to make teaching a pure science, and the art of teaching has been neglected. We test children, categorize them, and say "Sammy can't learn" so Sammy doesn't learn. Rosenthal's study brings out some interesting insights in this area.

Perhaps the art of teaching is an inherent gift, but can't we attempt to find ways to improve a teacher's sensitivity to children and youth, to better communicate, to be willing to listen, to make work more relevant, to be enthusiastic, to really understand kids, and finally to be committed. The Racine program seems to offer hope that we can, as do the Programs for Migrant Children.

URBAN TEACHER EDUCATION

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Applying the concepts of teacher education to an urban setting gives one some cause for alarm. Past research in education demonstrates how far and fast we must move. Studies made about teachers report generally uncomplimentary characteristics about teacher education programs, teacher educators, and teachers. We are told that teacher education programs do not attract the best students; that the faculty in schools and colleges of education are described as being rigid and authoritarian; that teachers produced by schools and colleges have little impact on values and the attitudes of the students they teach; that most teachers indicate they would not go into the teaching field again if they were given a chance to start over; that women use teaching as an in-out career opportunity--two-thirds of them expect to leave within five years; and that men in teaching are upward bound to supervisory and administrative posts.

When we look at the inner-city teacher, the picture is even darker. We find that some teachers don't want to be there. Others consider the children as being unteachable and treat them that way--a self-fulfilling prophesy. We discriminate against these central city students by labeling them as being "disadvantaged" or "educationally deprived." Teachers in the inner-city fail to recognize the language differences between blacks and whites and tell the young black child that they don't speak correctly when, in fact, they are speaking a different language. We also know that it is wise to question the motives of those individuals who insist upon being assigned as a teacher in the inner-city, since they may want to carry a version of "the white man's burden." This summary of teacher education characteristics should make one hesitant about finding the easy answer to the solution of teaching in the inner-city.

In order to relate teacher education to the urban setting, it seems that some of the old, and some of the new, need to be combined in a program and modified for use with particular kinds of teachers. First, any program for preparing an inner-city teacher needs to be interdisciplinary since those teachers need all the insights they can get provided by the various disciplines. Second, we still need basic research on the teaching act with respect to the nature of the interaction between the child and the teacher. Third, we need to utilize existing knowledge more extensively. We have enough innovations, such as IPI, CAI and the like, which have been developed and are being developed throughout the country at various locations. Our great dilemma is the application of these so-called innovations to the inner-city child.

Fourth, prospective teachers for inner-city schools should be recruited early and that means being recruited in high school since many of the kinds of people that would make fine inner-city teachers do not enter college. Fifth, students preparing to teach in the inner city should be given opportunities to share in the design, structure, and process of being in an institution's teacher education program. Sixth, a prospective inner-city teacher should, hopefully, be produced by an institution that concentrates solely on this problem. Schools of education cannot be all things for all people and, in their attempt to do so, diffuse their resources to such an extent that special capabilities for producing urban teachers are lost. Seventh, teacher educators must reject the inservice notion. We need continued contact before and after graduation as well as continuing contact between the faculty of schools of education and the children in the schools. It is for these reasons that the UWM School of Education faculty take over all substitute teaching in the Campus School as well as relieving inner-city teachers in their classrooms in order that they might meet with other members of the faculty or visit the Campus School or some other project of their choice. Eighth, in order to distinguish between those activities which assist in the development of an urban teacher and those that do not, the "watchword" of such a program must be the development of an adequate self-concept in the central city child. This is one of the great difficulties confronting teacher education.

Ninth, there must be a recognition of the language differences that are clear with respect to central city people and the white majority. Teachers must learn to teach in what some call the "Negro language" and perhaps teach English as a second language. And finally, tenth, but one of the most important, urban teacher education program efforts require an unparalleled working relationship with the public schools. At the present time, the Milwaukee Public Schools and UWM are sharing responsibility for program development in an inner-city school; the School of Education is attempting to build an "in-house" capability to assist the city with its decentralization plans. We are attempting to plan summer programs together, and we are subjecting all our relationships between the university and the public school system to a careful analysis by representatives from each organization. This review of interactions, between the organizations, includes special projects, usually various federally funded programs, as well as our ongoing activities, such as student teaching.

CONCLUSION

One must always ask will any of these work or work well? Some may need to be modified; the full comprehensive program for the preparation of an urban teacher is yet to be decided upon. It is clear that such an effort requires the total commitment of some institutions, if significant gains are to be made, and that resources of teacher education institutions must be concentrated on particular problems rather than diffused across the broad spectrum of problems, all of which may be terribly important.

When we try to relate the university program to the preparation of teachers and the significant events that have taken place in central city areas in the last few years, I find that one of the most cogent statements comes from an editorial in the *Saturday Review* of April 20, 1968.

> In certain respects, riots are the ultimate criticism of an educational system and of the society that it represents. Yet as schools can teach despair and frustration, they can also teach optimism and hope. They are not merely alternatives to tear gas and night sticks. They are, in our time, the most important manifestations of social intent, the instruments and symbols of national commitment. They convey to every man, and every child, a clear conviction of whether we mean him ill or good. Through education, society speaks to its constituents.

When each degree program in an urban school of education, each project, each student, and every faculty member reflects a working in concert toward the development of an educational program in cooperation with the public schools, it makes possible the creation of a competent central city teacher. This means accepting more than our share of failure as a university, and teaching the urban people to use the resources of a college or university on their own terms.

TEACHER PREPARATION

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There is an oft-told story about the stranger driving in New England who came to a fork in the road. A sign saying "Bangor" had arrows pointing in both directions, so the man pulled off to the side and flagged a farmer coming along behind him. "Does it matter which road I take to Bangor?" he asked. The farmer replied, "Not to me, it don't."

That story belongs in the same category of New England travelers' tales with the one about the man who told a stranger seeking directions to Boston, "You can't get there from here." These are old stories that have lost much of their punch because they have lost their relevance. But they are particularly relevant to teacher education. On the one hand, we have assumed that to prepare a teacher it doesn't make much difference what type of program we set up to prepare them; they become teachers no matter what the route. On the other hand, we have discovered that simple preparation to be a teacher is no guarantee of success in working with students who are educationally deprived.

What are the factors that restrict or block success of teachers with deprived students? Initially, there are three assumptions that seem critical to changed circumstances represented by deprivation. First, the alienation of youth from society, schools, teachers, parents and other adults, is a general problem affecting all levels and groups in our society. It is not just an urban problem--not just a "disadvantaged" problem. It is a problem, however, which is aggravated by the conditions associated with the complexities of urban living and by the minority status of large portions of the population.

A second assumption is that the fundamental problem of our time is the problem of equalizing educational opportunities, particularly for Negroes although other minority groups are also faced with this problem. Other problems such as environmental pollution, population control, transportation, and world peace, are equally important, but, when we focus on problems of poverty, discrimination, and deprivation, education must become a first priority item because it is the key to so many others.

A third assumption is that action in teacher education can best be assessed and analyzed by examining the ways in which deprived children and their schools respond to the different educational needs reflected in the inner city and remote rural areas as contrasted to the suburban, rural, or "rurban," if you will.

To translate these assumptions into viable teacher education provisions for disadvantaged areas in the short time available, permit me to propose a series of propositions which seem critical to the preparation of teachers for the socially, economically, and educationally deprived.

1. The sources of racial inequality in educational opportunity are very deeply imbedded in the social structure of political organizations and their school systems. Remedy for these conditions lies not only in changing those structural features of education which produce and sustain inequality, but also in changing the relationship of schools and their teachers to the children and their parents, and the community they serve as well.

2. To teach effectively in disadvantaged areas requires individuals whose understandings and perceptions of society encompass wide ranges of acceptability in values, customs, tradition, language, and religious beliefs. Teachers must learn to be sensitive to the diverse needs of people, to communicate with them, and to be able to translate these needs into a relevant learning program.

3. Instead of preparing teachers to function effectively in educational systems as they now exist, we must prepare teachers who can and will act as change agents. This proposition in broader terms is that teachers need to be able to work with students in achieving an open society rather than to support the continuation of the relatively closed society which has been the actual outcome of traditional educational arrangements. Present educational structure seems to be pushing us rapidly to a social stratification of two cultures, separate and unequal.

4. Preparation of teachers for disadvantaged areas requires a unique and close-working partnership between the teacher training institution and the area school system. The school district inputs into such a relationship require the best the community can offer in terms of cooperating teachers, teacher aides, materials, and facilities, while the teacher training institution provides experienced supervisory help (in cooperation with the school, in the form of clinical professors); a variety of supportive resources in the way of sociologists, economists, linguists, and psychologists; and resources to study and research problems in teaching deprived youth. This implies a responsibility of the teacher training institution that the teachers of teachers be more in touch with realities of teaching.

5. It must be recognized that the largest group of disadvantaged students are not inner city, although they are most visible because the greatest needs and dislocations are concentrated there. Large numbers of disadvantaged live in remote rural areas, appearing in schools as a minority whom the school does not recognize or reach, for they are lost among the majority of advantaged, successful youth. All teachers, therefore, need some preparation to recognize and deal with the problems of disadvantagement.

6. Basically, these propositions call for extensive changes in teacher education programs including:

   -- careful selection of teachers for work in disadvantaged areas.

   -- experience as a teacher aide in addition to a carefully planned student teaching experience.

   -- early laboratory experiences.

   -- consideration of the realities of problems in educational issues.

      . . continuous analysis of the teaching-learning process.

      . . school-community organization.

      . . involvement of students and parents in educational decisions.

      . . school assessment by the school and community.

   -- preparation in strategies for change.

   -- a closer working relationship between teacher education institutions and the field experience situations.

   -- a new thrust in preparation of teachers to understand and work with the whole community, not only its children.

QUANTITATIVE AND QUALITATIVE EFFECTS OF REVISED SELECTION AND TRAINING PROCEDURES IN THE EDUCATION OF TEACHERS OF THE CULTURALLY DISADVANTAGED
PLANNING YEAR 1967-1968--A SUMMARY

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This is a summary of the first year of an eight to 10 year longitudinal study at the Wisconsin State University-Oshkosh designed to (1) reduce attrition among underachieving university freshmen and (2) increase the number and quality of teachers for the disadvantaged.

INTRODUCTION

The U.S.O.E. Bureau of Research contract for August 1, 1967, to September 15, 1968, provided support for the initial phase of a longitudinal study. The objectives during this period were to:

1. provide information regarding the project to those WSU-O freshmen or first-semester sophomores who had been placed on probation or who had been dropped from the university for academic reasons;

2. analyze background information regarding those students from the group contacted who indicated an interest in the project;

3. design a curriculum both to meet the academic needs of these students and to prepare effective elementary teachers with empathy for the disadvantaged and competence in teaching the disadvantaged; and

4. test on a limited basis, with a pilot group of students, the effectiveness of some of the curriculum developments during the 1968 summer session.

NATURE OF STUDENT GROUP

Some 2,400 freshman students experiencing academic difficulty were sent letters concerning the project. About 20 percent, or 480, expressed interest. Of this group, 255 attended meetings, completed questionnaires, and expressed continuing interest during the 1967-68 year.

The assumption was made that the 255 typified the students most likely to be recruited into a program, once initiated. Consequently, an analysis of this group was made and revealed the following:

1. All had been admitted to the University.
2. Approximately half were women and half were men.
3. Over half needed to earn more than half of their college expenses.
4. American College Test scores ranged from 99 to 1, with 54 above the national median and 22 in the 80th and 90th centiles.
5. Approximately half ranked above the 50th centile in their high school graduating class.
6. I.Q. scores, where available, ranged from 82 to 135.
7. About half were enrolled in teacher education programs. The other half indicated an inclination to change their objectives.
8. The majority of this group of students came from within a 90-mile radius of the campus.
9. About two-thirds of the group came from larger high schools, i.e., 100 or more in high school graduating class.
10. Of 125 surveyed, only a few could clearly be characterized as economically disadvantaged.

As far as the above items were concerned, the group was not markedly different from any random grouping of 250 freshmen at WSU-O. Although there was no consistent pattern in terms of academic areas of weakness, poor study habits and low interest level were the problems most frequently identified. Other problems identified included: lack of help from instructors, inability to understand instructors, poor high school preparation, too heavy an academic load, and difficulty in adjusting to college.

CURRICULUM DESIGN

The curriculum design to provide specific help for students experiencing difficulty and to prepare teachers (and paraprofessionals) with empathy for, and competence in, working with disadvantaged children and youth is: (1) no less rigorous or encompassing than the present curriculum; (2) patterned after the existing elementary teacher education program; (3) open to interested incoming freshmen with poor prognosis for success as well as first-year freshmen who have experienced difficulty; and (4) weighted heavily toward individualizing instruction, making course content relevant, and providing important direct experiences with children, youth, and society. Wide faculty participation was achieved in building this design.

Unique Features

The unique features of the curriculum design are numerous. The duration of the program leading to a bachelor's degree and certification is longer than usual (five years plus two summer sessions) both so that student credit loads can be reduced each semester and that time will be available to engage in other important activities. A paid internship (half-pay) during the first semester of the fifth year and a paid residency (3/4 to full-pay) during the second semester of the fifth year in a disadvantaged area provide an intensive supervised teaching experience with disadvantaged children and also partially compensate for the additional financial burden of a five-year undergraduate program. A paid-work experience program, in which students upon entering the program are immediately trained as paraprofessionals--teacher aides, video tape technicians, audio-visual technicians, etc.--and then paid at student assistant rates ($1.40/hr.) provides students with early, regular experiences in classrooms and with teachers; gives them a feeling of accomplishment; and again provides them with some financial assistance.

Personal Development Seminars (0 credit) meet each semester and summer session to help students understand themselves, build a positive self-image, set goals, develop skills of "schoolsmanship," gain needed individual and group counseling of a personal or academic nature, and keep channels of communication open between themselves and faculty members. Learning centers are established in each major area of academic endeavor--science and mathematics, social science, language arts and humanities. Not only do they provide enrichment and auto-instructional opportunities, but also review, reinforcement, and remediation opportunities. The centers operate under careful faculty guidance in connection with specific academic problems related to specific university courses at the particular time of student need.

General Education

Course structure undergoes major revision in this design. In general education, one broad subject area using interdisciplinary approaches in content and staffing is stressed during each of several semesters. This experimentation limits the number of academic thrust areas for students during any one semester and attempts to encourage the development of greater course relevance to the concerns of students and society. For example, a 12-credit interdisciplinary social science semester under the broad title "Poverty in American Society," involves the analysis of this pervasive problem through study of the disciplines of history, geography, sociology, anthropology, political science, and economics. The 12-credit semester replaces six credits of American History, three credits of Introduction to Sociology, and three credits of Cultural Geography. A two-credit methodology course in the social sciences is included in this semester as are direct experiences with disadvantaged children, youth, and adults. A single area of emphasis in one semester makes possible the utilization of appropriate learning center activities and appropriate field trips or off-campus living experiences.

Specialization

In the area of specialization, a strong emphasis is being placed upon sociology and introductory courses in speech and hearing therapy, mental retardation, and the emotionally disturbed. Sociology of the Family, Minority Groups and Race Relations, and Introduction to Social Welfare are thought to be particularly important in providing background for professional courses such as the education of the disadvantaged. The total number of credits (33 to 36) represents a strong academic concentration as compared to the 24 hours typically taken by elementary education students.

Professional Education

In professional education, the emphasis is clearly upon direct experience and relevance of course work to the job of teaching the disadvantaged. With content-related methodology and teaching experiences as early as the freshman year and continuing throughout the fifth year of internship and residency, the professional education of students should contribute greatly to the teacher's competence. The paid professional work experiences (paraprofessional program) also contribute greatly to the professional education of the student. Direct experiences in connection with professional education will include observing, participating with, and teaching rural and urban disadvantaged pupils. These experiences will be extensive in that they are spread over a five-year and two summer-session period. They will be intensive in that students will become a part of the home, school, and neighborhood environment of the disadvantaged through regular and extended visits. The extensive and intensive dimensions of direct experience are believed to be crucial in changing attitudes of students and developing competency. Again the total professional education requirement represents a strengthening rather than a weakening of the present professional requirement in elementary education.

PILOT ACTIVITIES

A group of 13 students, from those interested in the project, agreed to serve as a pilot group during the 1968 summer session to help test some of the curriculum concepts designed to make them more academically successful. One student dropped out during the summer.

After initial testing--Tennessee Self-Concept Scale, Adjective Check List, A Sentence Completion Blank, and A Goal Assessment Blank--a time was set for weekly meetings of the personal development seminar and for training sessions in connection with the paid-work experience (paraprofessional) program. As a part of the personal development seminar, students were assigned to one of two counseling groups. Arrangements were made for individual help through the learning center.

Personal Development Seminar

The personal development seminar (in which all 12 students participated) included broad areas of consideration and employed a high degree of flexibility and an atmosphere conducive to stimulating interaction. In addition to the group counseling activity, students were assisted through: (1) orientation to facilities on campus such as the library, the reading clinic, the counseling center, and the learning center materials; (2) faculty contact such as visits to personal development seminars by faculty from various disciplines to promote understanding of instructors by students, and students of instructors; (3) social gatherings involving project staff and students and teaching and administrative faculty; (4) constant and personal advising--a most crucial part of the developmental process of the student; (5) role playing as an avenue to more open discussion and an increased understanding of situations and individuals; (6) attention to study skills with specific help in areas of reading, composition, note taking, test taking, etc.; and (7) video playback and discussion of teaching situations. Each student was instructed in the use of the pocket tape recorder and encouraged to use the recorder, when permissible, in connection with class lectures.

The counseling groups, representing one dimension of the personal development seminars, dealt with: (1) assisting students in the development of more positive attitudes toward self, family, school, and society and (2) enabling students to identify, assess, and cope more realistically with various psychological needs. Regular weekly counseling sessions, involving about six students and two faculty counselors, were held throughout the summer.

Learning Center

Learning center activities were somewhat limited during the summer since many of these activities were in the planning or development stage. However, individual guidance was provided in each subject area by project staff and available materials were utilized. In physical geography and mathematics, video-tapes were made by professors. Several students used portable tape recorders available for recording lectures and checking effectiveness in note taking. Review materials were provided as available and needed.

Paid-Work Experience

The paid-work experience (paraprofessional) program involved 11 of the 12 students. All were introduced to the possibilities of training as video-tape technicians with the campus laboratory school. Six were so trained and worked effectively in this capacity throughout the summer. Two worked as aides in the Head Start program; one worked with

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the audio-visual department; and two worked as teacher aides in the campus laboratory school. These activities seemed to lend support to the saying that "nothing breeds success like success itself." In addition to earning money, students developed skills important to a teacher and rendered valuable services to educational ventures while feeling that they were a part of the ventures.

Student Grade-Point Change

The cumulative grade-point average for the group of 12 students prior to summer school was 1.60 on a five-point scale where F=0, D=1, C=2, B=3, and A=4 grade-points per credit attempted. The individual grade-point averages ranged from .76 to 2.17; the total credits earned varied from 10 to 53. All students were either on academic probation or had been dropped from the university.

During the summer session, 71 credits or approximately six credits per student were attempted--a full student load is considered to be eight credits in the summer session. Of the grades received, 12 credits of A, 23 credits of B, 32 credits of C, two credits of D, and two credits of F were earned by the students. The cumulative grade-point average for the group of 12 in the summer session was 2.58 or one full grade-point over the cumulative grade-point prior to the summer session. The group cumulative grade-point average was raised a significant .23 by the efforts of one summer.

Student Attitude Change

In the evaluation of pilot activities during the summer, both students and staff noted significant positive attitude changes toward study, school, teachers, and teaching the disadvantaged. On a questionnaire developed by a committee of students in the project, there was complete or near complete agreement to such statements as:

1. I have added confidence to lead a much easier and freer life, especially at this university.

2. I feel more individualistic.

3. I feel happier towards school now.

4. I now have the feeling that teachers have an interest in students and a concern for whether or not they pass.

5. I enjoy many more things and accept things easier.

6. I now have a definite goal in life.

7. My goal in life is to teach the culturally deprived.

8. Because of the help of the program, I don't feel like "just another student" any more.

9. I feel that faculty members and administrators have a sincere interest in the students who are in the program.

10. I feel very concerned for what happens to other students in the program.

11. I have gained added confidence through the program.

12. I want to learn more from and about the teachers than before.

13. I want to get more out of my subjects than before.

14. I would like to learn more about my friends in the program.

15. As a result of being in the project, I have found that I want to teach more because I found that I really like to work with people.

16. I now find that I am studying in a field that really interests me.

17. I never had much feeling for faculty members before, but now I feel that many of them are concerned about us as people as well as students.

In a two-hour, taped evaluation session, pilot students gave suggestions for improving the effectiveness of project activities, strongly supported the basic purposes and directions of the project, gave testimony to the positive changes that had taken place in their attitudes and accomplishments, and indicated a desire to continue participating in pilot activities.

FINDINGS

The first year's activity disclosed the following findings:

1. Significant numbers of students having scholastic difficulty are interested in a program designed to make them successful in college and prepare them as competent teachers of the disadvantaged.

2. Significant numbers of students having scholastic difficulty give indications (rank in high school class, ACT scores, some college grades, etc.) of ability to succeed in college.

3. The recruits for the teacher education program being developed in the project tend to be much like any group of randomly selected freshmen at this university as far as background and ability indicators are concerned.

4. Imaginative university curriculum revisions result from attempts to better meet the needs of these students.

5. Faculty participation from widely diverse disciplines is important in the development of these curriculum revisions.

6. Only certain faculty members in each discipline have both interest and competence in developing curricula to meet the needs of these students.

7. Attitudes of the pilot group of students toward college, professors, and academic pursuits were more positive at the end of one summer of the project activity than at the beginning of the summer.

8. Attitudes of the pilot group of students toward teaching and toward the disadvantaged seem to be positively influenced by the activities of this project.

9. Pilot student grade-point averages were significantly raised through one summer.

10. Pilot students were effective as paraprofessionals after short-term training sessions.

11. This project has the capability of enlisting financial support at the federal and state levels.

Few conclusions can be drawn from the findings of the planning year of this project other than the conclusion that this project should be continued, nurtured, and supported so that the true implications of its impact, upon decreasing freshman attrition and increasing production of teachers of the disadvantaged, can be seen and evaluated.

RECOMMENDATIONS FOR FURTHER ACTION

A transition year grant from the Bureau of Research of the U.S.O.E. and increased support from the Board of Regents of State Universities makes possible the continuation of project development and pilot activity with approximately 50 students during the 1968-69 academic year and summer session. Budget needs for implementing the 1969-70 year of the project have been submitted to the Board of Regents of the State Universities. The 1969-70 year will launch a five-year experimental teacher preparation program at the Wisconsin State University-Oshkosh for at least 50 incoming freshmen and a four-year version of the program for at least 50 students who have had academic difficulty during the freshman year. The project development thus far, the pilot activity indicators, and the past and present federal and state investment (approximately $200,000) strongly argue for the implementation of this program by the Board of Regents.

It is recommended that the number of 100 during the first year be increased each year as financial support is increased. The per student cost should decrease as the number of students involved increases. The increased number of students in the project will serve not only to provide a larger manpower resource for teaching the disadvantaged but also will provide multiple opportunities for controlled research related to variables involved in the study.

After the completion of one year of project operation, a group of elementary education students interested in the project, but having no significant problem in academic achievement, should be recruited. The ultimate goal, as far as elementary education is concerned, is to develop a modified curriculum which better meets the needs of both the teaching profession and all students in elementary education. Thus the modified curriculum will eventually supplant the curriculum presently in operation for the majority of students in elementary education.

As the project moves into the second, third, and fourth year of operation, groups of students primarily interested in working with junior and senior high school age youngsters should be included with appropriate modification in curriculum.

The five-year sequence being planned and the expected graduate program (masters and specialist degrees) development at Wisconsin State University-Oshkosh in curriculum and supervision, counselor education, early childhood education, and in related areas (educational psychology, school psychology and special education) combine to provide the opportunity for better meeting the needs of able undergraduates interested in a five-year master preparation prior to initial certification. Teachers in service have great need for graduate programs which have built-in relationships to the teaching, supervision, and counseling of disadvantaged children and youth. The Wisconsin State University-Oshkosh project provides these relationships. It should be noted that the faculty expertise and graduate assistant resources brought to the university by the development of graduate programs in education are essential to the effective nurture of this project.

The paraprofessional, or paid-work experience, dimension of the project also needs expansion and special attention. A terminal type program for educational technicians and leading to some type of "associate degree" is expected as a part of this project. Some students in the four- or five-year sequence may not be able to complete the academic program and others may simply desire to follow an associate degree paraprofessional program.

It is recommended that other schools of the university--letters and science, business administration, nursing--follow closely the findings of the project since the attrition problem is by no means peculiar to the School of Education. Implications for aiding underachievers in all areas of higher education will be numerous.

Finally, it is strongly recommended that continuing research activities be supported so that the implications of this project for other institutions of higher education in the state and nation can be clearly articulated and supported.

PREPARING OCCUPATIONAL TRAINING PROGRAM TEACHERS

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The fact that many of today's out-of-school and unemployed youth and adults are not ready for the world of work was well illustrated by Gerald L. Phillippe, Chairman of the Board, General Electric Company, in a speech, in December 1967, before the Urban Coalitions Eastern Regional Private Employment Conference. In his speech, Mr. Phillippe cited some of the hiring and employment problems common to the times. I quote:

> In some of our General Electric city factories we are finding it necessary to interview 10 or 12 applicants to find one who can meet the present minimum hiring standards, and one-fifth of those selected cannot pass the company's physical examination. In one recent experience, turnover in one of our older plants was eight percent on the first day of employment and 22 percent in the first week. Absenteeism was the highest we've ever experienced. The attitudes and values that some of these new employees bring to the job are different. They are not ready for our world of work. Many of them have lived all their lives in a community that had demanded a different standard of personal values, and they just are not accustomed to working to quality standards day after day.

The conditions experienced by General Electric are especially true of the out-of-school, out-of-work youth and adults in the ghettos, but it is true of the poor regardless of where they reside. It is true of all those bypassed Americans who are being called the "disadvantaged" or people with "special needs." By whatever name, or by whatever circumstances these human beings have been reared, they have developed different life patterns than the rest of American society; and as Mr. Phillippe says, "With a different standard of personal values."

Among the poor, there is as much human variability as is found in any group of Americans, but the conditions of poverty breed some characteristics which are common to this group. Among these are shorter life expectancy, chronic ill health, illiteracy, family instability, joblessness, and a host of other personal and social ills, all of which relate highly to chronic failure in school and in employment. Because of these characteristics, the poor actually have much less control over their destinies than the more affluent, and what is more, they are aware of it! They lack confidence in their ability to shape their future, and frequently approach new situations with the expectation of failure. Their alternatives for action are limited. Throughout life, they experience a narrower range of situations and demands, and fewer leadership roles. Unskilled and uneducated, the poor have little experience in long-term employment, little bargaining power in the job market, and little influence on their conditions of work. Their 3-R's skills are minimal and their occupational skills are of little direct importance to modern productive processes. Further, many are even unable to acquire information and training by which they could change this situation. The correlation between illiteracy and poverty is high!

Now that the fact has been established that the "disadvantaged" do exist, and that they have certain unique characteristics, let us turn to the problem of preparing teachers to work effectively with this segment of society. According to Helaine Dawson in her recent book entitled, *On the Outskirts of Hope: Educating Youth from Poverty Areas,* most teachers are strictly authoritarian! They do not tolerate talking back, speaking out loud when not spoken to, leaving the room too frequently, sleeping in class, or expressing opinions contrary to those of the teacher. The textbook is their guide, and they adhere to it rigidly. The workbook is the test of the student's understanding of problems. Inner action and involvement are not considered! Obedience is the important key. Communication is a one-way process. Any variance from the middle-class standard is criticized and punished. Students are constantly ousted from the classroom, sent to the office, suspended, and often dropped.

Most teachers come from the middle-class neighborhood and have had little or no contact with the poor and the disadvantaged. Most teachers were "good scholars" throughout the duration of their elementary, secondary, and college experience. Naturally, they have developed high standards of performance. These standards are much too high, in most cases, for their disadvantaged students to understand. In the Manpower Development and Training Program, we have found that persons recruited directly from business and industry, with little or no teacher training, have been very successful in teaching and relating to the disadvantaged. This is not to suggest that teachers of the disadvantaged should have only a "small dose" of teacher training. On the contrary, such teachers need a considerable amount of formal preparation, but it is the nature of the teacher preparation that is so important!

Teachers of disadvantaged citizens should be given ample opportunity in their teacher education program to:

-- Explore personal attitudes in relation to this alien culture.

-- Understand and appreciate the life of the poor.

-- Break down stereotyped thinking about the poor.

-- Develop an appreciation of the variety of life among the poor.

-- Develop an appreciation of the resourcefulness of the poor.

-- Understand and appreciate the cultural gap between the middle class and the disadvantaged.

-- Narrow the cultural gap between the teacher and the disadvantaged.

-- Gain a direct insight of and experience with the structure of the life of the poor.

Teachers of the disadvantaged must possess a sincere, empathetic, and sympathetic attitude toward the disadvantaged rather than attempt to impose middle-class standards on those who do not understand or accept such values. You cannot push that which is moving faster than you! Teachers of the disadvantaged should receive special experiences and training which have been carefully designed to sensitize and equip them to effectively relate to the disadvantaged. Such special experiences and training should include but certainly not be limited to:

1. A knowledge and awareness of the supporting agencies that exist--their philosophies, techniques, and their success, or lack of it.

2. An understanding of how the disadvantaged obtain jobs and the effects on them of their failure to secure and retain employment.

3. An understanding of Community Action Programs and processes.

4. An understanding of other programs provided and supported at different levels by federal, state, and local governments (as well as private institutions and volunteer groups), and the interactions and opportunities fostered by these sources.

5. A setting in which the student-teacher will be able to learn something about himself when confronted by the problems of the disadvantaged, and as related to the notion of the "helping hand."

6. A knowledge of the processes used to interview and place people into semi-skilled and unskilled jobs.

7. An insight into the needs of industry, the kinds of jobs available for those with limited skills, the training and education needed for such jobs and the personality traits needed by those employed in such jobs.

8. The ideologies, goals and values (actual and professed) which members of American society hold.

9. The main social structures into which members of American society organize themselves, and the natures of the connections between such structures and their consequences.

10. The principal agents, agencies, and channels of change among the members of American society.

11. The persistent and recurrent problems or failures of the members of American society.

12. The models or patterns of deviance and conformity that are observed among the members of American society.

In getting down to the "nitty-gritty" of preparing an effective program of teacher education for teachers of the disadvantaged, it makes considerable sense, I believe, to look carefully at some of the basic needs of disadvantaged youth and adults, for example:

-- *Self-understanding.* Disadvantaged persons need the sympathetic and empathetic (but not overdone) understanding of competent counselors and teachers who can help them assess their strengths and weaknesses in an environment which represents no threat of failure!

-- *An educational home.* Disadvantaged persons have usually felt "out-of-place" in the mainstream of education and need to be invited to occupational training by a warm and extended hand!

-- *Balance between success and failure.* Disadvantaged persons must experience success along with failure. Evaluation of student progress must be sincere, honest, and accurate to point up shortcomings as springboards to improvement.

-- *Motivation.* This need may well be the single largest challenge to those working with the disadvantaged. Masterful use of techniques which will awaken and inspire those short in self or family motivation must be patiently and skillfully employed by the teacher.

-- *Realistic learning situations.* Instruction must be tailored to the capacity and attainable goals of the trainee. Individualized instructional techniques and materials are a "must" in training programs for the disadvantaged. Exercises, projects, and information must be easily recognizable by the trainee as important.

-- *Communication skills.* Basic educational skills in self-expression must be interwoven into the plan of training through a variety of methods to meet this important need of the typical disadvantaged citizen.

Additional needs are many and varied but the above described requirements are basic and must be allowed for in any realistic training program for persons with special needs. Hence, I believe they must be given top priority in any curriculum of teacher education.

TEACHER PREPARATION

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Teacher preparation is, in my opinion, the making or the breaking of students. Careful teacher preparation on the elementary and secondary levels is essential to give the skills and knowledge which the pupil needs to go on to acquire higher education.

And, "teacher preparation" means just what it says; teachers prepared! Prepared not only to instruct the pupil in book knowledge, but to mold him for the future. I feel it is most important to have a personal sincere purpose in teaching; this applies not only to teaching the educationally deprived, but to teaching any pupil.

In having this sincere purpose to help the child, the teacher should know what the values in teaching are. And here we can examine our motives for wanting to teach. Am I just going to teach because I know I'm going to get a big check at the end of the month--or because my friend is in the field--or because my parents wanted me to become a teacher? Or is it because I sincerely want to help children better themselves and to become all they are capable of becoming? After we know the values for teaching, there's the concern in the pupil, which the teacher should be prepared to show.

Many teachers have failed to teach pupils because they are not concerned about the pupil as a person. We must realize that there may be times when a pupil will want to talk about something that is bothering him. Unless he feels the teacher is concerned, he will just come to class--sit there and not comprehend, because of what is bothering him.

As teachers, we must be prepared to sit and listen to little Johnny's problem--whether it be home or school or something else that is bothering him--to listen and then advise him as best we can.

In closing, I'd say teacher preparation includes the personal values and reasons why you want to become a teacher; it includes being prepared for classroom instruction; it demands concern for the pupil as an individual--a compassionate interest in his problems and his handicaps; and above all, it means loving pupil(s) truthfully--you don't have to let them know, they will sense it.

If we put all of these together, and use them, we will have more Ideal Teachers!

EVALUATION OF WORKSHOP #9--TEACHER PREPARATION

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The following is a summary of the recommendations and/or action alternatives reflecting the total discussion in the section on teacher preparation, which will be followed by a summary review of the panelists' presentation to this particular section.

1. There seemed to be an overwhelming interest in identifying education as a force in a dynamic society and, from this identification, educators should become more aware of the society they are dealing with.

2. The feeling of the group seemed to identify that people were dealing with people, and therefore should know about the environments and societal backgrounds of the individuals identified as being in need of special or socio-economic sensitivity educational programs.

3. It is extremely important that teachers be prepared to work with the whole child rather than some specific aspect of a child's growth or behavior.

4. It is extremely important that teachers of teachers (college and university professors) become aware of the world in which the teachers they are attempting to prepare for education will ultimately be practicing their profession.

5. Sensitivity, being the key word in education, seemed to be the key item in preparing teachers for working with the disadvantaged, and therefore, in increasing human potential through educational change. Teachers of teachers should have as much sensitivity and empathy toward the total problem of educational change as is now required of a good teacher in today's society.

6. Teachers in general are fully equipped to teach subject matter in their field of specialty but, because of a high level of interest in a professor's field of study, there are many teachers who are equipped only to teach a subject area and not equipped nor able to teach individuals--human beings--to live in the world to come.

7. Educational institutions believe they should serve a community, but seem many times to leave the community out of the total educational planning. This approach seems to be prevalent not only at the local community level but also at the collegiate level; therefore it is recommended that the educational program designed to teach teachers to teach should reflect the community needs of the area in which teachers will be practicing their particular art. The college should not be isolated from the community. It also follows that the teacher's place in the local educational system should not be isolated from the community, and the individual's parents, family, and friends, in which the community educational system is expected to function.

8. It is also suggested that there might be a possibility of designing a curriculum so that practice teaching might be a part of the regular educational program at the freshman or sophomore year rather than waiting until the senior year for the decision of whether teaching is the career for the individual in the program.

9. An equally important area of attention for teachers might be that of working for the elimination of disadvantaged segments of society, that is, all attention should not be given at the college and university level in working with teachers of the disadvantaged--but that some attention should be given to those individuals going into other segments of society--such as industrial, governmental, and business phases, which would include many individuals who, in the future, might be leaders in the community, and be able to help those segments of society that are presently disadvantaged or might be so in the future.

10. Teachers of the disadvantaged should possess a sincere, empathetic, and sympathetic attitude toward the individuals they are teaching, rather than attempt to impose middle-class standards on those who might not or do not understand or accept such standards or values.

11. The basic needs of the disadvantaged that should be considered by teachers and teachers of teachers were identified as:

    -- Self-understanding.
    -- An understanding of educational and home environments.
    -- A balance between success and failure.
    -- An understanding of motivation.
    -- A realistic learning situation.
    -- An emphasis on communications skills and psychological behavioral understanding.

12. An overriding feeling was that of the emphasis and re-emphasis on the need of love and acceptance of the individual, and also an understanding of the individual differences of the students that the teachers will be in contact with. This understanding of the individual difference was also identified as a serious need at the college and university professor level.

This concept was identified as needing application to education in general, and not just to teacher preparation.

QUESTIONS, SUGGESTIONS, IDEAS, PHILOSOPHIES AND CONSIDERATIONS PRESENTED BY THE PANEL

Student teaching should come at the end of a series of related teaching experiences rather than being the student's first actual teaching experience. Some actual teaching experience should be a part of the student's freshman or sophomore year:

-- To help him identify whether or not he really wants to be a teacher.

-- To serve as a basis to which he can relate the theory that he learns and as a guide for searching for content.

This early experience should be for credit and should be concerned not just with those teachers who will be working directly with the disadvantaged, but with those who will be working with the segments of society which maintain social stratification, and who have the power for changing that structure. There was a plea for preparing teachers who can challenge students and prepare them to work on the roots of the problems which cause a disadvantaged segment in society.

It is important that teachers be prepared to work with the whole child and not just with some aspect of the child's growth or behavior.

A college diploma is the beginning of learning, not the end.

There needs to be a partnership between the institutions of higher learning, public school, and community (parents).

Certification should not be used to build fences; it should be kept flexible so education can meet the needs of society.

Attention to adequate preparation of college faculty is as important as preparation of teachers for elementary and secondary school systems. Those college graduates who are going to be teachers need not only a body of knowledge but an understanding of the circumstances within which the knowledge is to be applied. College instructors need real life experiences with the students that their students will be instructing to help them select more relevant material for their courses.

Teachers tend to follow the examples of their own teachers, thus perpetuating a medieval system of instruction. If faculty members have not had adequate experiences prior to employment, they should secure such experience within the first two or three years. Although administration and graduate schools can help see that college professors are adequately prepared in this dimension, much can be done by sensitive teachers through faculty senates and other such vehicles.

Teachers should be equipped to teach children--able to teach human beings and not consider them as objects. Teachers are needed who are not afraid of human beings, who like people, and who are not afraid to listen to and rub elbows with people. This is needed in addition to the knowledge, skill, and understanding of their particular content area.

Teachers should be prepared to use a bilingual approach to education so that students can be helped to learn in the language of their own culture and then be helped to learn English as a second language.

Teachers should be aided in designing aspects of the curriculum which will help students develop tools for coping with new living environments. In the case of the large urban center, rural immigrants need help in knowing how to deal with urbanization.

It is important to involve the community in the design of pilot programs.

Many of the things that are being said should apply generally to education in general, and not just to the preparation of teachers.

A series of propositions which seem critical to the preparation of teachers for the socially, economically and educationally deprived are:

1. The sources of racial inequality in educational opportunity are very deeply imbedded in the social structure of political organizations and their school systems. Remedy for these conditions lies not only in changing those structural features of education which produce and sustain inequality, but also in changing the relationship of schools and their teachers to the children and their parents, and the community they serve as well.

2. To teach effectively in disadvantaged areas requires individuals whose understandings and perceptions of society encompass wide ranges of acceptability in values, customs, tradition, language, and religious beliefs. Teachers must learn to be sensitive to the diverse needs of people, to communicate with them, and to be able to translate those needs into a relevant learning program.

3. Instead of preparing teachers to function effectively in educational systems as they now exist, we must prepare teachers who can and will act as change agents. This proposition, in broader terms, is that teachers need to be able to work with students in achieving an open society rather than in supporting the continuation of the relatively closed society which has been the actual outcome of traditional educational arrangements. . .

4. Preparation of teachers for disadvantaged areas requires a unique and close working partnership between the teacher training institution and the area school system. The school district inputs into such a relationship require the best the community can offer in terms of cooperating teachers, teacher aides, materials, and facilities, while the teacher training institution provides. . . This implies a responsibility of the teacher training institution that the teachers of teachers be more in touch with realities of teaching.

5. It must be recognized that the largest group of disadvantaged students are not inner city, although they are most visible because the greatest needs and dislocations are concentrated there. Large numbers of disadvantaged live in remote rural areas, appearing in schools as a minority whom the school does not recognize or reach, for they are lost among the majority of advantaged, successful youth. All teachers, therefore, need some preparation to recognize and deal with the problems of disadvantagement.

Basically, these propositions call for extensive changes in teacher education programs including:

-- Careful selection of teachers for work in disadvantaged areas.

-- Early laboratory experiences.

-- Consideration of the realities of problems in educational issues.

-- Preparation in strategies for change.

-- A closer working relationship between teacher education institutions and the field experience situations.

-- A new thrust in preparation of teachers to understand and work with the whole community, not only its children.

Teachers of disadvantaged citizens should be given ample opportunity in their teacher education program to:

-- Explore personal attitudes in relation to this alien culture.

-- Understand and appreciate the life of the poor.

-- Break down stereotyped thinking about the poor.

-- Develop an appreciation of the variety of life among the poor.

-- Develop an appreciation of the resourcefulness of the poor.

-- Understand and appreciate the cultural gap between the middle class and the disadvantaged.

-- Narrow the cultural gap between the teacher and the disadvantaged.

-- Gain a direct insight of and experience with the structure of the life of the poor.

Teachers of the disadvantaged must possess a sincere, empathetic, and sympathetic attitude toward the disadvantaged, rather than attempt to impose middle-class standards on those who do not understand or accept such values.

Teachers of the disadvantaged should receive special experiences and training which have been carefully designed to sensitize and equip them to effectively relate to the disadvantaged. Such special experiences and training should include but not be limited to:

-- A knowledge and awareness of the supporting agencies that exist--their philosophies, techniques, and their success, or lack of it.

-- An understanding of how the disadvantaged obtain jobs and the effects on them of their failure to secure and retain employment.

-- An understanding of Community Action Programs and processes.

-- An understanding of other programs provided and supported at different levels by federal, state, and local governments (as well as private institutions and volunteer groups), and the interactions and opportunities fostered by these sources.

-- A setting in which the student-teacher will be able to learn something about himself when confronted by the problems of the disadvantaged, and as related to the notion of the "helping hand."

-- A knowledge of the processes used to interview and place people into semi-skilled and unskilled jobs.

-- An insight into the needs of industry, the kinds of jobs available for those with limited skills, the training and education needed for such jobs, and the personality traits needed by those employed in such jobs.

-- The ideologies, goals and values (actual and professed) which members of American society hold.

-- The main social structures into which members of American society organize themselves, and the natures of the connections between such structures and their consequences.

-- The principal agents, agencies, and channels of change among the members of American society.

-- The persistent and recurrent problems or failures of the members of American society.

-- The models or patterns of deviance and conformity that are observed among the members of American society.

Basic needs of disadvantaged youth and adults are: self-understanding, an educational home, balance between success and failure, motivation, realistic learning situations, and communication skills.

Teacher preparation means just what it says--teachers prepared--prepared not only to instruct the pupil in book knowledge, but to mold him for the future.

It is important to have a personal, sincere purpose in teaching--a concern for the pupil as a person.

Teacher preparation includes: personal values and reasons why you want to become a teacher; being prepared for classroom instruction; concern for the pupil as an individual and a compassionate interest in his problems and his handicaps; and loving pupil(s) truthfully.

Any program for preparing an inner-city teacher needs to be interdisciplinary since those teachers need all the insights they can get. . .

Basic research still is needed on the teaching act with respect to the nature of the interaction between the child and the teacher. There is a need to utilize existing knowledge more extensively.

Prospective teachers for inner-city schools should be recruited early, and that means should be recruited in high school--since many of the kinds of people that would make fine inner-city teachers do not enter college.

Students preparing to teach in the inner city should be given opportunities to share in the design, structure, and process of being in an institution's teacher education program.

A prospective inner-city teacher should, hopefully, be produced by an institution that concentrates solely on this problem.

Teacher educators must reject the inservice notion. We need continued contact before and after graduation as well as continuing contact between the faculty of schools of education and the children in the schools.

In order to distinguish between those activities which assist in the development of an urban teacher and those that do not, the "watchword" of such a program must be the development of an adequate self-concept in the central city child.

There must be a recognition of the language differences that are clear with respect to central city people and the white majority. Teachers must learn to teach in what some call the "Negro language" and perhaps teach English as a second language.

Each degree program in an urban school of education, each project, each student and every faculty member needs to work in concert toward the development of an educational program in cooperation with the public schools which makes possible the creation of a competent central city teacher.

We are concerned here with any child unequipped to handle the regular school program regardless of whether this deprivation comes about because of poverty, physical handicap, mental retardation, emotional disturbance, or any other cause.

Four components in the professional sequence:

1. Build in the personal dimension -- Understanding - sensitivity
2. Social action groups -- Relevancy - commitment to teaching
3. Professional sequence should be continuous for the four years -- Theory, practice, observation, flexibility with provision for independent study
4. Faculty and public school cooperation -- Shared time - joint appointments - cooperative inservice activities.

Perhaps we have attempted to put too much stress on the science of teaching and have neglected the art of teaching--the importance of field experiences.

Perhaps the art of teaching is an inherent gift, but can't we attempt to find ways to improve a teacher's sensitivity to children and youth, to better communicate, to be willing to listen, to make work more relevant, to be enthusiastic, to really understand kids, and finally to be committed?

Workshop No. 10

STATE FISCAL IMPLICATIONS

Panelist Presentations	Robert R. Polk Eugene I. Lehrmann Paul L. Brown
Report of Evaluator	Frederick K. Hiestand

STATE FISCAL IMPLICATIONS OF THE INITIAL PHASE

Robert R. Polk
Assistant Director
Wisconsin State University System

Today's students need to be given the type of teaching that will not only enable them to acquire knowledge more readily, but will inspire them to continue self-education the rest of their lives.

Colleges and universities have often failed to supply the catalysts needed to convert their great informational capabilities into forms useful to the student whose interests and aptitudes do not lie in the direction of graduate school.

Higher education has long preached that it is the primary instrument by which change is effected. "A university is a paradox--as bound by the ways of yesterday as any institution you can think of, yet as influential on what happens tomorrow as any institution can be."[1] Samuel B. Gould, Chancellor of the State University System of New York, speaks of universities as the "great laboratories of the world" but it now appears that it is these laboratories themselves that are being challenged to show cause why they should not be changed so that "people of all ages and conditions can move about within them more freely, taking from them what they require without so much attention to degrees and course credits."[2]

State universities serving youth ranging over the entire spectrum of family backgrounds, from the teen-age jet set to the youngster whose security is based on a monthly welfare check, must be responsive to the needs of their heterogeneous student clienteles. In particular, state universities, attempting to create a new educational look to their establishments, must change the image which the poor, both rural and urban, now hold of them if they are to be successful in upgrading the academic level of the children of the poor. Not nearly enough is being done to underscore the need for change. Not that change is new--you've heard the story going around in which Adam tells Eve as they leave the Garden of Eden: "We're entering a period of great social change."

The realization that something must be done to aid the constructively motivated group of disenfranchised Americans who seek economic, social, and political equality has been with us for some time. Now an

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[1] Michael Radock, "Behind the Ivy Curtain," *Public Relations Journal*, October, 1968, p. 17.

[2] Calvin Tomkins, "A Certain Attitude Toward Change," *The New Yorker*, November 18, 1967.

awakening has come to the U.S. public. Yet another area of dissatisfaction with the present order of things exists. Educational opportunity has in effect been as far removed from the grasp of a large segment of our population as these other areas in which equality is sought.

A massive problem requires a massive solution. Responsible state agencies are understandably reluctant to move forward too fast with approval of programs designed to meet selected aspects of the problem, for the input costs are massive and the outputs do not lend themselves readily to neat, quantifiable results. Performance indicators are needed to justify the impressive start-up and continuing costs of a serious statewide effort to meet the task of effectively educating the culturally different from all walks of life.

It may seem trite and pedantic to suggest that the nature of this many-faceted educational problem should be researched carefully before moving ahead with a number of full-blown programs. Yet this careful approach appears warranted in terms of the dearth of well-documented facts, figures, and responsible conclusions available to support with reason the action programs demanded by an ever-increasing proportion of the citizens of the state.

Who knows how many youth, or indeed post-college age adults, if we're talking about full-scale subsidy of educational costs, desire some form of post-high school educational experience? Where does this untapped group of talented students live? How much of their own expenses can they pay? Are they truly college-bound or is another form of post-high school education more appropriate? In other words, is the state reacting properly to the size and dimension of the block of people to be served, or is it overreacting? At this point, the answers are only fragmentary.

Another aspect of the situation, which has been insufficiently probed, relates to how and by whom the educational experience is to be offered. Should there be developed a state structure for administering a long-range program for the so-called disadvantaged of Wisconsin? If not, then the obvious alternative seems to be that some existing agency should take this responsibility. Expert review, coordination, and fiscal control are usual staff activities that would be especially pertinent to a program with a considerable number of agency participants. It could be the recommendation of such an administrative structure, based on its research, that the four-year universities are less appropriate vehicles for program implementation than the Vocational-Technical-Adult Education schools or the Branch Campus and Center System two-year institutions.

On the point that the environment for the learning experience is of primary importance, has it been ascertained to the satisfaction of most that a separate college enclave on a large university campus would not be a valid approach to a group with distinctive instructional needs?

A special corps of teachers with empathy for their special student populations could be provided and the students integrated into the campus living-learning community. Or should an exclave of the university be established in the heart of the geographic areas of concern to meet the criticism that clearly defined university campuses are "self-isolating islands of scholarly detachment and academic neutrality"?[3]

Since this workshop is to deal with the subject of "State Fiscal Implications," it is my suggestion that it is most appropriate to get at this recognized educational task from two directions simultaneously--both come under the general heading of research.

1. Constitute and fund a research team charged with the responsibility of reporting in one year on the quantitative and qualitative characteristics of the group to be served by a statewide program for the disadvantaged; and
2. Initiate as soon as practicable a number of pilot programs, by the systems concerned, designed to approach this educational challenge in a number of widely different ways.

After a year's study in identifying the numbers and characteristics of the persons for whom a higher educational experience would be appropriate, and an evaluation of the curricula, methods, and procedures developed in the pilot programs, a recommendation for a state program based on solid facts and experience would appear to be in order.

The State University System has not felt that it should propose, by itself, a statewide research study. Participation by all systems of public and private higher education would be needed to work toward the goal of a synthesized state plan for the education of the culturally different. However, the WSU System does propose to develop pilot programs for various segments of the rural and urban students of culturally distinct backgrounds on six of its campuses: La Crosse, Eau Claire, Superior, River Falls, Platteville, and Menomonie (Stout State University). Upward Bound and other programs directed to the disadvantaged are either proposed or currently in operation on the remaining three campuses of the System.

It is projected that the pilot programs of 50 students each at the six institutions will enable these universities to test and develop tailor-made academic and remedial programs, counseling, advising, and tutorial services, self-instructional aids, and follow-up procedures for these selected student groups over the course of a summer and an academic year.

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[3] Wolf von Eckardt, "Universities Break Away from their Isolation," syndicated column in *The Washington Post,* November 12, 1968.

The direct costs to the state for each student involved in the six-campus program are patterned in this way.

Projected Cost Per Student Per Academic Year Plus Summer Session -- Wisconsin Resident, Living on Campus

Student Costs		
Fees	$ 440	
Room and Board	1,000	
Personal Expenses	560	
Total		$2,000
Cost of Instruction and Operation of Academic Plant (basic costs for regular student)		1,075
Added Costs for Instruction of Special Program Students		
Increase Faculty/Student Ratio from 1:21 to 1:7	$1,220	
Counselor/Student Ratio of 1:25	625	
Autotutorial Equipment and Student Tutors	340	
Total		2,185
TOTAL COST PER SPECIAL PROGRAM STUDENT		$5,260

Washington agencies have indicated interest in cooperatively funding the proposed program which is described in greater detail in the position paper given to participants in this conference; but these agencies desire to evaluate the program on the basis of a year's operational experience.

In addition to this multicampus program initiated by the WSU System office, there are a number of important programs which have been directed toward the preparation of teachers for the disadvantaged. The nine programs are listed below with annotations indicating the nature of the program and the estimated costs:

Stout State University

Nursery-Early Childhood Level (In addition to providing professional training for teachers of the very young disadvantaged, the program will also do research into the problems of recruitment of teachers for this level.)	$10,700
Industrial Education and Home Economics (To prepare teachers of these subjects in grades 7-12.)	$145,800

WSU-Whitewater	
Migratory Youth (Designed to give both academic and clerical experiences to qualified teachers to best meet the needs of rural migratory youths.)	$81,950
Elementary - Junior High School Level (Emphasizes the inner-city teaching environment and its problems.)	$66,200
WSU-Superior	
School Administration (To prepare supervisors and administrators to work with disadvantaged children and to develop and administer school programs for the disadvantaged.)	$87,750
WSU-Stevens Point	
General (To emphasize preparation of teachers for Milwaukee inner-city schools.)	$9,200
WSU-Oshkosh	
Elementary Level (To develop and test criteria for selecting prospective candidates for teaching the culturally disadvantaged from among failing college students and to develop a program of general education, specialization, and professional education appropriate for the successful teacher preparation of this particular student group.)	$218,900
WSU-La Crosse	
Winnebago Indian Schools (To provide special training for teachers, counselors, and administrators in public schools enrolling Winnebago Indian children; to train Winnebago Indian adults as paraprofessionals for these schools; to develop clinical centers.)	$58,400
WSU-Eau Claire, River Falls, Superior, and Stout State University	
General (Geared primarily to the needs of the rural and urban disadvantaged in the northwest and west central part of Wisconsin.)	$86,200
TOTAL	$765,100

In sum, there is general recognition that a need exists to develop a new style of academic offering by some system of higher education. The sponsoring educational unit must free itself from traditional modes of thought and procedure if it is to meet the challenge squarely and open-mindedly. Research of the types necessary to identify and document the scope of the Wisconsin educational task as well as to initiate trial and error pilot programs is needed now. It is hoped that this conference will endorse a unified approach to a solution of the challenge but allow for program differences as supported by carefully researched facts.

STATE FISCAL IMPLICATIONS

Eugene I. Lehrmann
Assistant State Director
Board of Vocational, Technical, and Adult Education

Since their inception in 1911, the Wisconsin Schools of Vocational, Technical, and Adult Education have been meeting the needs of the forgotten groups in education. This effort has been maintained at the local level by city schools of vocational, technical, and adult education since that date.

Programs were designed to meet the needs of out-of-school youth, adults who were in need of training or retraining, persons with physical handicaps, unemployed adults who were in need of basic education, and foreign-born persons who were interested in becoming citizens and learning English as a second language.

Course titles such as English for New Americans, Citizenship, Development of Reading and Writing Skills, and others were offered by these schools. In addition, special basic education programs, adult high school programs, and remedial general education programs were offered to interested students.

Special federally funded programs, such as the Adult Basic Education program and the Manpower Development and Training Act, have extended these opportunities to individuals with special needs. In Wisconsin, $174,600 was budgeted in 1967-68 and $465,000 was budgeted in 1968-69 for Adult Basic Education programs. In 1967-68, $1,300,000 was budgeted and in 1968-69 $2,500,000 was budgeted from federal funds to carry on the training programs initiated under the MDTA.

In the development of an expanded program designed to reach those with special needs, the Wisconsin board has proposed to provide state support in terms of financial aids to needy students. In addition, an expanded outreach program, offered in the immediate environment of those persons to be served, has been proposed.

The entire educational cycle would have as its basis adequate professional counseling from original contact by a neighborhood worker to eventual successful employment. The suggested program contemplates cooperative working arrangements with all state, local, and private organizations involved in the provision of educational services or activities related to providing assistance to persons with special needs.

Districts, operating vocational-technical schools, which have within their area a significant number of individuals with special needs do not have adequate resources to provide the kinds of services previously identified. In order to effectively initiate these programs in the state of Wisconsin, it will be necessary for the state to give special consideration to an educational program. The Wisconsin Board of Vocational, Technical, and Adult Education has proposed $4,500,000 in the next biennium to meet these needs. This amount would be in addition to the effort presently being carried on by local districts and through the use of federal funds.

Details of the proposed project which has been referred to are being presented by other individuals in sectional meetings at this conference. The major objective of the program is the provision of educational opportunities and occupational training to insure successful employment. In so doing, we would be reducing the economic impact that welfare and poverty have on the state's social and economic well-being.

STATE FISCAL IMPLICATIONS

Paul L. Brown
Director, Bureau of Budget and Management
Wisconsin State Department of Administration

Last Tuesday I reported to the Governor the budget requests from the various state agencies for the 1969-71 biennium. These requests total over $1.8 billion. The requests represent a $627 million increase over the 1967-69 biennium.

The total requested for the education functions amounts to $1,170 million which is $20 million more than the total funds spent from general purpose revenues for all functions in the 1967-69 biennium.

I would like to review what services we are getting for those expenditures. First, we provide local school district aids which pay for about 36 percent of the cost of educating the 954,000 children enrolled in our schools. About 233,000 additional children are in parochial schools, but there is little state money provided for these. Over 100,000 students are enrolled in the University of Wisconsin and the State Universities. Over 200,000 people attend classes in vocational, technical and adult education. In total, over 1.5 million people are actively engaged in our formal education program. That's over 25 percent of our 4.2 million population.

There are many programs being undertaken to deal with the problems of the disadvantaged. The purpose of the programs is to develop residents to become employable and lead productive lives. This involves successfully maintaining individuals in the educational system and providing educational and employability development services to those inside or outside the educational system. The total program should contribute to the reduction and/or elimination of poverty in Wisconsin. These efforts include many agencies outside of the strictly educational ones. We have identified, in the budgets of the agencies, that present activities designed to deal with problems of educational disadvantagement cost a total of $118 million. Federal funds amount to 73 percent of this amount and state funds account for 23 percent or $27.2 million. The activities financed can be grouped into the following major efforts:

Compensatory Education
Regular Educational Programs
Improved Educational Opportunity
Reduction in Educational Costs
Financial Assistance for Research
Employability Development
Education and Training of Those Dealing with
    the Educationally Disadvantaged

Most of the effort is focused on upgrading educational achievement and attainment. A second focus is on job training and attitudinal development. There are approximately 50 projects which are involved in meeting the problems of educational disadvantagement.

The educational level of the citizens of the state can be expected to be increasing rapidly through the 1960's and early 1970's. A general rise in educational attainment will be occurring for both urban and rural populations. Two groups, however, can be expected to remain behind the general state average educational attainment levels. Nonwhites and rural populations can be anticipated to have generally lower levels of educational attainment. In addition, the achievement gap in reading, mathematics, and science between Negro and white students can be expected to remain unless these projects show some success.

In the public elementary and secondary school population, an estimated 20 percent of the students will have need of reading diagnosis and/or corrective teaching. This would be approximately 200,000 students in 1970. Furthermore, at the outset of the 1971 to 1975 period, it can be expected that there will be the following numbers of individuals from poor and near-poor circumstances, in age categories that will make them available for educational programs in the state:

	Poor		Near Poor	
Preschool (0-4 years)	24,064		24,440	
Elementary and Secondary (5-17 yrs.)	74,048		75,205	
College age (18-24 years)	29,504		29,965	
Totals	127,616	+	129,610	= 257,226

In 1971-75, unemployment rates will be to a large extent dependent on the level of economic activity. Given a low level of unemployment (3%), an annual average unemployment of at least 56,100 can be expected. A decrease below the three percent level can be expected only if there are favorable economic conditions and if programs to decrease the number of unemployed prove successful.

The 50 projects we have identified in the various agency budgets are as follows:

A. Compensatory Education for the Educationally Disadvantaged ($52.4 million)

Output Description	Input Description
1. 6,300 preschoolers will be prepared for kindergarten and will receive a physical examination and follow-up.	1. Office of Economic Opportunity: Headstart - $9,442,800 (100% federal). It provides educational, social and health services.
2. 1,100 preschool children will be prepared for kindergarten. 85,200 students will improve reading achievement levels by .50 of a grade level.	2. Department of Public Instruction: Title I ESEA - $29,774,900 (100% federal). It provides remedial education.
3. 1,600 migrant children will participate in educational programs and improve reading achievement by .50 of a grade level.	3. Department of Public Instruction: Title I ESEA, Migrant Children Projects - $618,000 (100% federal). It provides remedial education.
4. Tutoring will be available for 500 students on a continuing basis. Reading levels will be improved through remedial reading. 625 teachers' aides will be employed and 500 teachers will receive inservice training. After school recreational programs will be available for all students in ESEA schools.	4. Department of Public Instruction: Milwaukee School Services Grant - $6,000,000 (100% GPR). Emergency educational program.
5. 150 students will have achievement gains, in Title I and Head Start programs, maintained and improved upon.	5. Department of Public Instruction: Follow-through Pilot Projects - $58,200 (100% federal). Remedial educational services.
6. 450 high school students will be motivated to attempt post-secondary education. 80 percent of the students will go on to post-secondary education.	6. Office of Economic Opportunity: Upward Bound - $1,230,200 (80% federal, 20% other). Summer collegiate preparatory services.
7. 50 students will be motivated to enter college. 80 percent of the students are expected to enter post-secondary education.	7. University of Wisconsin: Summer collegiate preparatory program - $120,000 (100% GPR). Summer collegiate preparatory services.

8. 300 individuals with post-secondary potential will be entered into courses preparing them for post-secondary education. 20 percent of these individuals will be enrolled in post-secondary educational institutions.	8. University of Wisconsin: University Extension ($730,000, GPR). Post-secondary educational preparatory services.
9. 125 disadvantaged students will be enrolled and tutored during each year of the biennium. 70 percent of these students will be retained.	9. University of Wisconsin: College of Letters and Science, Five-Year Program of Tutorial and Financial Assistance (of $1,471,000 total, 50% GPR, 50% other). Tutoring services.
10. 100 disadvantaged students will be enrolled and tutored during the first year of the biennium. 200 students will be enrolled and tutored during the second year of the biennium. 70 percent of these students will be retained in college.	10. University of Wisconsin: Professional Schools Five-Year Program of Tutorial and Financial Assistance ($100,000 of $750,000 total, 100% GPR). Tutoring services.
11. The dropout rate of disadvantaged students will be decreased from 30 percent to 20 percent. Secondary placement of dropouts will be accomplished.	11. University of Wisconsin-Milwaukee: Mentor Program ($133,000, 100% GPR). Tutorial and counseling services.
12. 75 disadvantaged students with college potential will be identified. 25 college dropouts will be prevented from dropping out.	12. University of Wisconsin-Center System ($80,000, 100% GPR). Tutorial assistance.
13. 500 disadvantaged students the first year of biennium and 1,000 disadvantaged students the second year of the biennium will be enrolled in a five-year program.	13. State University: Five-Year Program for Disadvantaged Students ($3,915,000 of $6,315,000 total, 31% GPR, 31% other). Orientation year and college preparation.

B. Regular Education Programs for the Educationally Disadvantaged ($4.2 million)

14. 1,500 individuals will be enrolled in each year of the biennium. 240 individuals will complete the advanced (eighth grade) level in each year of the biennium.	14. Vocational, Technical and Adult Education ($932,000, 100% federal). Adult basic education.

15. 40 disadvantaged students will enroll in a two-year college program in the arts. 70 percent will be retained in the program.	15. University of Wisconsin-Milwaukee: Associate Arts Project ($74,000, 100% GPR). Training in the arts.
16. 200 disadvantaged students will be enrolled in a two-year college general education program. 70 percent will be retained in the program.	16. University of Wisconsin-Milwaukee: Two-Year Program ($560,000, 100% GPR). Two-year general college program.
17. 2,600 students will be enrolled in courses in vocational-technical subjects during the second year of the biennium. An 80 percent retention rate is expected.	17. Department of Public Instruction: Vocational and Job Training Center ($2,600,000, 100% GPR). Vocational and job training.

C. Improved Educational Opportunity for the Educationally Disadvantaged ($1.5 million)

18. 300 emotionally disturbed children will be treated during each year of the biennium. 20 percent will be returned to the normal classroom situation.	18. Department of Public Instruction: Title I ESEA ($600,000, 100% federal). Mental health services.
19. School district reorganization of a public school and two feeder schools will be accomplished at the end of the biennial period.	19. Department of Public Instruction: Title I ESEA ($175,000, 100% federal).
20. Adequate dietary levels are provided by provisions of 725 Type A lunches per day for needy students.	20. Department of Public Instruction: School lunch for the needy ($39,200, 100% federal). School lunches for the needy.
21. Adequate dietary levels are provided by provision of 15,700 Type A lunches per day for needy students.	21. Department of Public Instruction: School Lunch Program ($226,000, 100% federal). School lunches for the needy.
22. 2,000 individuals will be placed, referred, and/or given educational counseling.	22. Higher Education Aids Board: Educational opportunity services ($330,500, 100% GPR). Counseling for post-secondary education.

23. 50 high schools will assimilate curricular materials and programs on minority groups into their educational programs. 150 consultative visits will be made.	23. Department of Public Instruction: Consultant on urban education ($147,000, 100% GPR). Consultation.

D. Reduction in Educational Costs for the Educationally Disadvantaged ($8.4 million)

24. 200 disadvantaged college students will be supported in each year of the biennium.	24. Higher Education Aids Board: Wisconsin Teacher Scholarship ($480,000, 100% GPR). Student scholarships.
25. At least 900 disadvantaged college students will be supported in each year of the biennium.	25. Higher Education Aids Board: Educational Opportunity Grants (100% GPR). Student grants for college education.
26. 125 disadvantaged college students will be supported in each year of the biennium.	26. University of Wisconsin: College of Letters and Science, Five-Year Program of Tutorial and Financial Assistance ($1,329,900 of $1,471,000 total, 45% GPR, 46% other). Financial assistance for undergraduates.
27. 100 disadvantaged college students will be financially supported during the first year of the biennium and 200 disadvantaged students during the second year of the biennium.	27. University of Wisconsin: Professional schools five-year program of tutorial and financial assistance ($650,000 of $750,000 total, 100% GPR). Financial assistance for undergraduates.
28. 50 disadvantaged students with graduate school potential will be financially supported in the first year of the biennium and 100 during the second year of the biennium.	28. University of Wisconsin: Scholarships for potential graduate students ($400,000 GPR). Financial assistance for undergraduates.
29. 300 disadvantaged students will be financially supported during the first year of the biennium, 850 during the second year of the biennium.	29. State University: Five-year program for disadvantaged students ($2,400,000 of a $6,315,000 total, 19% GPR and 19% other). Financial assistance for undergraduates.
30. 50 Indian students will receive financial support for attending college during each year of the biennium.	30. Department of Public Instruction: Financial assistance to Indians ($105,000, 100% GPR). Financial assistance to Indian undergraduates.

31. 50 Indian students will be supported in vocational-technical schools during each year of the biennium.	31. Vocational, Technical and Adult Education: Financial assistance for Indians in technical schools ($75,000, 100% GPR).

E. Financial Assistance for Research of the Disadvantaged ($34,000)

32. A total of 5 dissertation and research projects on the disadvantaged will be completed during the biennium.	32. University of Wisconsin-Milwaukee: Research ($34,000, 100% GPR). Research on the disadvantaged.

F. Employability Development Services for the Unemployed and/or Underemployed ($46.4 million)

33. 2,000 individuals will be trained and placed on jobs in each year of the coming biennium.	33. Vocational-Technical and Adult Education: Manpower Development Training (MDTA) ($5,053,200, 100% federal). Institutional job training.
34. On-the-job training projects will be supervised during each year of the biennium. 1,470 persons will be trained and placed on jobs during each year of the biennium.	34. Department of Industry, Labor and Human Relations: Manpower Development Training (MDTA) ($212,000, 100% federal). Job training supervision.
35. 4,000 individuals will be trained and placed on jobs during each year of the coming biennium.	35. Independent: Milwaukee Concentrated Employment Program ($4,694,000, 100% federal). Attitudinal and job training.
36. 700 individuals will be trained and placed on jobs during each year of the coming biennium.	36. Independent: Northwest Concentrated Employment Program ($4,000,000, 100% federal). Attitudinal and job training.
37. 5,400 youth will be employed during each year of the coming biennium.	37. Office of Economic Opportunity: Neighborhood Youth Corps ($3,637,400, 100% federal). Job opportunities for youth.
38. Approximately 800 individuals will be trained and 700 placed on jobs in each year of the coming biennium.	38. Office of Economic Opportunity: Job Corps ($17,959,800, 100% federal). Job training.

39. 415 individuals will be employed during each year of the coming biennium.	39. Office of Economic Opportunity: Operation Mainstream ($504,800, 100% federal). Work training.
40. 30 individuals will be employed during each year of the coming biennium.	40. Department of Natural Resources: Economic Opportunity Act Work Program ($282,000, 80% federal, 20% GPR). Work training.
41. 600 youth will be employed during each summer of the biennium.	41. Department of Natural Resources: Youth Work Camp Program ($409,900, 100% GPR). Summer work program for youths.
42. 2,000 AFDC recipients will be trained and placed on jobs during each year of the coming biennium.	42. Department of Industry, Labor and Human Relations: Work Incentive Program ($3,286,200, 100% federal). Work training program.
43. 2,200 unemployed individuals will be provided employment training and will be placed in employment during each year of the biennium.	43. Department of Industry, Labor and Human Relations: LADDER Project ($1,010,200, 100% GPR). Employment and training.
44. 1,250 unemployed will receive work orientation and prevocational services for placement on jobs during the biennium.	44. Department of Industry, Labor and Human Relations: Community Involvement Towards Employability (CITE) ($391,600, 100% GPR). Work orientation training.
45. 350 individuals in CITE program will receive employment or training during each year of the biennium.	45. Department of Industry, Labor and Human Relations: MEAT project ($224,000, 100% GPR). Wage supplement to develop employability of individuals in CITE program.
46. 300 released prisoners will be placed on jobs and receive work orientation during each year of the biennium.	46. Department of Industry, Labor and Human Relations: Operation Rehabilitation ($110,000, 100% GPR). Job help and attitude orientation to former prisoners.

G. Education and Training for Those Dealing with the Disadvantaged ($5.3 million)

47. Thirty-two programs for training 640 teachers of the disadvantaged will be established.	47. Independent: Teacher training for teachers of the disadvantaged ($4,278,051, 100% federal). Teacher training program development.

48. A training center for educational personnel will be established in the inner city. Eight school administrators and 60 teachers will receive training there during each year of the biennium. Five courses will be offered on education and the disadvantaged.	48. University of Wisconsin-Milwaukee: Urban education center ($661,000). Central city educational training center - teacher education.
49. A center for social work training will be established. Three courses for 60 students will be presented. Involvement in community organizations will be fostered.	49. University of Wisconsin-Milwaukee: Urban crisis center ($40,080, 100% GPR). Social work training.
50. An Afro-American center for education about Negroes and minority groups will be established. Twenty-five courses will be offered each year to approximately 900 students. Five public lectures and five conferences will be held for education of the public about minority groups.	50. University of Wisconsin-Milwaukee: Afro-American studies center ($250,000, 100% GPR). Study and education about minority groups.

CONSIDERING THE PROBLEM

This conference was called to consider education programs for the disadvantaged. The actual existence of this conference indicates that we feel that there are people in this state who are educationally disadvantaged. We seem to be running a lot of people through our system. We certainly are spending a great deal of money. Is the problem that we are not spending enough or that we are not spending our money in the most effective way?

Let me review a few statistics.

Nationwide studies, especially the so-called "Coleman Report," have conclusively shown substantial differences in levels of education. Information presented shows that the educational inadequacy is so severe that it might not even be proper to describe what goes on in some schools as education.

Dropout rates show that low socioeconomic status groups have dropout rates as high as 37 percent. (See Table, "Percent Enrollment of 16 and 17 Year Old Boys by Education of Head of Household and Family Income," on p. 481 of Appendix A.)

Achievement levels, for those still in school (many have dropped out by 11th grade) show wide disparities.

GRADE LEVELS NEGROES ARE BEHIND WHITES - MIDWEST*

Achievement	6th Grade	9th Grade	12th Grade
Verbal Ability	1.6	2.2	2.9
Reading Comprehension	1.7	2.2	2.5
Math Achievement	2.0	2.5	4.6

*Coleman Report, pp. 474, 475.

Comparisons of Milwaukee schools receiving federal funds for the disadvantaged (ESEA), with other schools shows the same patterns. The ESEA schools are primarily in the inner core.

ACHIEVEMENT IN MILWAUKEE SCHOOLS ACCORDING TO GRADE LEVELS: Grades 4, 6 and 8

	Expected by National Norms	ESEA Schools	Non-ESEA Schools
Grade 4			
Language	4.2	2.95	3.85
Arithmetic	4.2	3.2	3.95
Composite	4.2	3.0	3.9
Grade 6			
Language	6.1	4.55	5.7
Arithmetic	6.1	4.7	5.6
Composite	6.1	4.6	5.65
Grade 8			
Language	8.05	6.0	7.6
Arithmetic	8.05	6.0	7.5
Composite	8.05	6.0	7.75

ACHIEVEMENT IN MILWAUKEE SCHOOLS ACCORDING TO PERCENTILE RANKING

Grades 10 and 12

	Expected by National Norms	ESEA Schools	Non-ESEA Schools
Grade 10			
Science	50	20	47
Reading	50	20	41
Mathematics	50	21	39
Grade 12			
Social Studies	50	31	51
Science	50	32	56
Reading	50	30	49
Mathematics	50	33	52

Notice that according to both the nationwide and Milwaukee information the disparities *grow* during the school years. With this fact and with the fact that educational problems are related to the socioeconomic status of the family it is apparent that we are failing to provide an equal educational opportunity, and this is creating our problem.

DETERMINING WHY THE PROBLEM EXISTS

1. Financial Resources Available to Meet the Problem: The state now attempts to encourage educational opportunity through the equalization formula. However, it can be shown that the formula does not fully consider all costs in large cities where the educationally disadvantaged primarily live. The expenditures per student are lower in those districts in which the disadvantaged live; the tax rates that the citizens pay for school purposes in those districts are higher and state aid constitutes a smaller share in these districts.

2. Sociological and Psychological Causes of an Inadequate Education: There is not a unitary cause of the problem; many factors have contributed to the situation of the educationally disadvantaged.

    a. Background. Many have a poor, rural southern background where the quality of education may be somewhat lower.

    b. Attitudes. Motivation, self-esteem, and the feeling that one controls his own destiny are crucial attitudes for the educational process. Overcoming this feeling of powerlessness has been described by many experts as a key to the solution of the problem.

c. The Cultural Clash of the Student and the School. The Kerner Commission reported that the problem cannot be understood without understanding this clash--a divergence of goals between the dominant class, schools, and ghetto youths. The report said that schools are irrelevant for the youth of the slums; they destroy the sense of self-worth and they breed apathy, powerlessness, and low self-esteem. Most ghetto youth would prefer to forego the acquisition of knowledge at the psychological price they must pay. Teacher and administrator training, almost exclusively in middle class terms, is a key to this clash.

d. Involvement and Support of Parents and Community. Education is made more difficult when there is a strained relationship between the school on one hand and the parents and community on the other. Our ghetto schools have a recognized problem of alienation.

e. Segregation. Residential segregation has had a hand in producing all of the factors listed on the preceding pages.

f. The Effect of Ghetto Life on Intellectual and Personality Development. Much of intellect and personality develops during the preschool years. Many educators have used this as a primary explanation of the problem. Researchers Gleman and Sexton report no significant intellectual difference between Negroes and whites when they begin school. But additional evidence has been developed which shows: (1) The differences in achievement grow during the school years, (2) The benefits of Head Start disappear after the child returns to the "regular" school situation, and (3) The fantastic results some have had with dropouts and supposedly low IQ children when drastically altering the normal school situation.

Recent reexamination of evidence that seemed to be contrary to this evidence shows that cultural differences had been mistaken for intellectual deficits.

POSSIBLE SOLUTIONS TO THE PROBLEM

What needs to be done to provide an adequate education for all children? Many approaches have been tried or suggested. They range from special projects for the disadvantaged to basic changes in the school system.

1. Special Projects. Federal Title I funds and the special state appropriation of $4.75 million to Milwaukee are in this category. Most states that have programs are of this nature as well. Projects are almost always remedial in nature. Those children who have fallen behind are identified and special services are given to them in an attempt to correct the deficiency. Services range across the board from remedial reading to remedial mathematics (the predominant two), to counseling, to psychiatric services, etc.

   An approach that has received a great deal of attention is preschool education which attempts to prepare children to function successfully in schools. When combined with day care, there also may be considerable benefits to families, especially unmarried mothers. Head Start is a large-scale program which embodies the idea of school preparedness.

   The special project, or "compensatory," idea has been subject to severe criticisms. It is becoming increasingly recognized that schools play a large part initially in causing the problem and that compensatory programs only intensify teaching methods that failed to teach the child in the first place. The annual evaluation of Title I recommended that Title I be expanded, but it included these criticisms which are generally applicable to the special project approach:

   a. Late funding severely restricts incorporating projects into the ongoing school situation.

   b. The concept of "compensatory education," in which projects are separate from the regular school routine and which sends the child back to the school situation that was the setting for his original failure, does not fully meet the needs.

   c. There were few innotative or genuinely new approaches; most approaches are an intensification of what has not worked in the first place.

   d. Inservice training for teachers was slighted. They found that reducing the pupil-teacher ratio--even to 1:1--did not help if the teacher did not understand the student and understand himself in relation to the student.

e. There was little effort to involve the children in a way which would overcome their feeling of powerlessness.

f. The council felt that the entire policy decision-making process in school needs to be overhauled because of the inability to respond to the problem.

Head Start has reported successes, but whatever these successes are, they deteriorate after the child enters school. In recognition of this fact, the federal government has recently initiated a Head Start Follow Through Program which attempts to bring the Head Start approach into the elementary school.

2. Changing the School System. Nearly all recent studies, research, recommendations, and experts point toward an approach which would cause some basic changes in school--believing the problems can be prevented. The thinking here is that it is really the school that is disadvantaged; the thinking follows these lines:

   a. There is little or no difference between groups in intellectual capabilities when children enter school--the longer the school has the child, the greater are the differences between groups.

   b. Head Start produces benefits to children--the school wipes them out.

   c. Some private schools and experimental projects have taken dropouts and supposedly low IQ children and prepared them for college--taught them sophisticated mathematics, etc.

   d. It is better to teach reading so that children learn to read in the first place than it is to teach it in a manner that they do not learn and then have to remediate later.

   e. Both extremes, such as the U.S. Chamber of Commerce and various black militant groups, and middles like researchers at IBM have reported they believe schools to be so unresponsive to the needs of those who do not fit the mold that we should give up on the schools and finance competitive systems to provide education.

   f. The massive Coleman study reported that the failure was the schools'.

g. Most of the Kerner Commission's recommendations were in terms of changing the basic educational practice of the school, and in terms of changing its attitudes.

h. The "National Advisory Commission on the Education of Disadvantaged Children," which Congress directed to annually review Title I, has reported that the entire school setup--from the policy and administrative decision-making procedures of the boards of education--needs to be overhauled.

Specific suggestions have been made for inducing the comprehensive changes required:

1. _Model or Demonstration Schools_. This proposal is founded on the assumption that the facets of educational practice that must be changed are so all-inclusive and interrelated and based on such unquestioned assumptions that attempts to introduce specific changes into a school in an ongoing system are impossible. What is suggested is a massive comprehensive effort in one or a few schools removed from the constraints of being in a system. With models of how schools can operate in new ways, other schools can pick up the changes.

2. _Teacher Retraining and Overhauling Teacher Training_. The cultural clash between the ghetto child and the school is largely between the child and the teacher. Teacher training should recognize and deal with this clash. Special certification of teachers to teach in ghetto schools has been suggested as well. The Teacher Corps has received wide acclaim. The Kerner Commission recommended that it be expanded into a major program. New Jersey has adopted Teacher Corps.

3. _Inducements from Outside of the System to Change_. Change from within an old and self-sustaining system is difficult. Often it is proposed that "change agents" such as the following from outside the system are necessary:

   a. Financial rewards for measured improvements. This procedure would be part of an aid program and would base a following year's aid on the improvements in the test scores children receive.

   b. Requiring the involvement of nonschool officials in program development. Community representatives, university staff, or private businessmen have been suggested as possible participants. This procedure would be applicable at both the local, district, and state level.

c. Requiring coordination of plan applications. Various funding sources require plans for serving the disadvantaged. If state money for the disadvantaged were made contingent upon other plans and other funding sources meeting the same guidelines, a comprehensiveness would be achieved where it is now lacking.

4. Contracting for Education, In Whole or In Part. When we consider that in some programs in Milwaukee we are spending $5,000 per student, what can we hope to achieve on a per student basis? Still more interesting is the idea of buying grade levels of achievement.

   A corporation sponsored by the National Association of Manufacturers (MIND), has tremendous success at half the price. Contracting can be for: (a) curriculum development; (b) courses; (c) achievement levels; (d) entire schools. The U.S. Chamber of Commerce suggests that the amount now spent per student be made available for tuition for private, competitive schools.

CONCLUSIONS

Sometimes it seems necessary to begin an analysis with the fundamentals. The "educationally disadvantaged" is not a special problem that now requires our decision to do something or not to do something. The educationally disadvantaged are people whose schools have failed them. In respect to the educationally disadvantaged, the objective of giving to children the social and employment skills they need to succeed in adult life and the learning ability to succeed in higher education is not met very effectively.

It was conclusively shown that thousands drop out and many thousands more might as well, considering their achievement levels. The time has come for some massive overhaul of thinking and approaches to the entire educational process. This involves the colleges training the teachers, the teachers themselves, and the fundamental approaches to teaching and the learning process.

The educational process for employment can take place on the job also. There must also be a basic examination of conscience by employers so that once a person has developed adequate skills through the educational process he is not barred from practicing them.

REPORT OF EVALUATOR--STATE FISCAL IMPLICATIONS

Frederick K. Hiestand
Chief of Educational Resources Section
Department of Administration

Paul L. Brown, Director of the State Bureau of Budget and Management, described the total dollar impact of expenditures for Wisconsin's disadvantaged population. He stated that Wisconsin state agencies spent $48.4 million in total for educational programs for the disadvantaged in 1967-69. This excludes amounts spent for the mentally and physically handicapped. Approximately $6.6 million of the total, or 14 percent, was funded from state tax dollars in 1967-69. Federal dollars mainly supplied the balance. Major program efforts in 1967-69 were directed as follows:

	1967-69 Total Expenditures (in millions)	GPR Portion
1. Compensatory education for the educationally disadvantaged (e.g., Headstart, OEO-Upward Bound, tutorial assistance for UW students).	$38.8	$1.6
2. Reduce education costs for the disadvantaged (e.g., Indian scholarships).	.3	.3
3. Improve educational opportunity for disadvantaged (e.g., diagnostic reading services, etc.).	5.8	3.3
4. Special educational programs for the educationally disadvantaged (e.g., VTAE-basic educational; associate in arts program, UWM).	3.3	1.2
5. Education and training for those dealing with the educationally disadvantaged (e.g., UWM-Afro-American studies center; inservice training for teachers of the disadvantaged at Milwaukee public schools).	.2	.2
TOTAL	$48.4	$6.6

For the 1969-71 biennium, state agencies have requested increases of $23.5 million over the 1967-69 disadvantaged education expenditures. Approximately $17.4 million of this increase, or 74 percent, would be funded from state tax dollar sources. The total increases for the 1969-71 biennium, both totally and from state tax dollars (GPR), are shown in the table on the following page.

DOLLAR AMOUNTS AND INCREASES IN STATE AGENCY DISADVANTAGED EDUCATION REQUESTS
1969-71 BIENNIUM OVER 1967-69 TOTAL COSTS
(In millions of dollars)

Program Area	1967-69 Total Cost			1969-71 Total Cost			Increases		
	GPR*	Other	Total	GPR*	Other	Total	GPR*	Other	Total
Compensatory Education	$1.6	$37.2	$38.8	$8.2	$41.0	$49.2	$6.6	$3.8	$10.4
Reduce Education Costs for Disadvantaged (Student Assistance)	.3	0	.3	5.3	.7	6.0	5.0	.7	5.7
Improve Educational Opportunity	3.3	2.5	5.8	.5	1.0	1.5	-2.8	-1.5	-4.3
Special Education Projects	1.2	2.1	3.3	8.7	.9	9.6	7.5	-1.2	6.3
Research for the Disadvantaged	0	0	0	.3	0	.3	.3	0	.3
Education and Training for Persons Dealing with the Disadvantaged	.2	0	.2	1.0	4.3	5.3	.8	4.3	5.1
TOTALS	$6.6	$41.8	$48.4	$24.0	$47.9	$71.9	$17.4	$6.1	$23.5

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*State tax dollars.

Mr. Brown gave a resume of state agency requests for educating the disadvantaged and concluded with the following summary of the state tax dollar requests for the 1969-71 biennium:

SUMMARY OF STATE TAX INVESTMENTS REQUESTED IN 1969-71 BUDGET,
BY STATE AGENCY

Agency	Dollars
Department of Public Instruction	$ 8,852,000
University of Wisconsin	5,927,500
State University	860,000
Higher Educational Aids Board	3,810,500
V.T.A. Board	4,575,000
TOTAL	$24,025,000

In addition to the agency budget requests for educating the disadvantaged, Mr. Brown outlined two major nonbudgetary areas which would have substantial fiscal impact in the 1969-71 period:

1. Tarr Task Force Proposal: Aids for School Districts with Large Numbers of Disadvantaged

   The proposal would allow school districts to apply for special aid if sufficient numbers of students in the district were educationally disadvantaged according to criteria established by the State Superintendent of Public Instruction. A present bill draft would require the Board on Government Operations to release funds upon application from the State Superintendent. The bill draft also would require the State Superintendent to coordinate efforts so that all existing resources would be used in the most efficient manner possible. The allocated aids could not be used to reduce the existing expenditure level in the districts. The total aid amount for the new proposal has been estimated at $10,000,000, but $6,000,000 of the discussed amount has already been included in the Department of Public Instruction request so the net new resources needed would be $4,000,000 for the biennium.

2. Chilsen Committee: Experimental Schools

   The education section of the Chilsen Committee (convened to study the Kerner Report) recommends that five elementary and secondary experimental schools be established which would assist teachers in developing and revising curricula which would be more relevant to children living in the ghetto area and which would improve school-home-community relations as well as participation in the day-to-day educative functions of the school. The estimated cost per experimental school is $1,000,000. If all five schools were funded, the investment would be $5,000,000 for the biennium.

Following the fiscal resume of Mr. Brown, the workshop participants addressed themselves to the following questions:

1. What dollar requirement is needed to meet the educational needs of the disadvantaged?

   No definite answer was agreed to by the panel. One participant remarked that the cost might be as high as 45 million additional dollars per year if funding was for 150,000 disadvantaged elementary and secondary youth at a per pupil cost 50 percent higher than the statewide per pupil expenditure. Some panel members felt that the state had "just scratched the surface" in providing $48.4 million in the current biennium.

   While there was no general agreement on total funding needed, there was a consensus that sustained program funding was needed for two reasons:

   a. To properly plan and execute programs and get measurable results--either pro or con.

   b. To satisfy the expectations of the disadvantaged that the state and federal governments were firmly committed for a long-term effort on their behalf. Panel members mentioned that they frequently heard spokesmen for the disadvantaged express bitter disappointment about the nonpermanent nature of federal funding.

2. What criteria and procedures should state level decision-makers use to provide funds for the educationally disadvantaged?

   Noneducator panel members noted that the state's legislative and executive decision-makers frequently are at a loss to exercise proper judgments regarding which funding requests should be approved and which should not. Specifically, the problem becomes one of determining which approach, or approaches, should disadvantaged programs take for the 1969-71 biennium?

a. Should programs be research or action-oriented?

b. Should programs concentrate on one particular aspect of education (i.e., elementary, secondary, vocational, or higher education)?

After considerable discussion, panel members concluded: (1) that programs that had been found workable on an experimental basis should be moved to an operational basis and (2) that "a string of educational opportunities" should be created so a full gamut of age groups could be served. Panel members felt that emphasizing elementary and secondary educational opportunities to the exclusion of other educational forms would shortchange the collegiate and post-collegiate age groups.

In reference to the subject of state level decision-making, some spokesmen noted that state decision-makers could not in good conscience provide funds for the educationally disadvantaged without knowing, in advance, what program payoffs would result and without receiving assurances that stated program goals would be reached.

This concern elicited a reaction from another panel member that it was impossible to apply the traditional forms of performance measurement to educational programs for the disadvantaged. Those arguing against the application of performance measurement felt that the innovative, experimental, and untested nature of the programs defied using performance measurement.

Several spokesmen indicated that the state should view expenditures for the disadvantaged as "venture capital," and to some degree, "risk investments." In reference to this point, it was noted that the readily apparent price for noninvestment might be more upheaval and unrest than has been witnessed in the past five years.

Moving away from the issue of performance measurement, the idea of establishing a formal process for interrelating private and public efforts for educating the disadvantaged was discussed. No panelist appeared to support the concept of a new state agency for the disadvantaged, although the concept was discussed.

The workshop concluded that:

1. If the state's fiscal agents are going to perform their proper budgeting function, they will have to compare and contrast the program ideas brought forth at the conference with the original ideas described in the position papers of the educational systems.

2. Disadvantaged programs must be funded on a sustained basis if the reasonable expectations of the disadvantaged are to be fulfilled.

3. The application of performance measurement to disadvantaged programs may have to be shelved for a time. Decision-makers may have to regard disadvantaged programs as "venture capital" situations.

4. There is a definite need for installing more formal means of cooperation between public and private education on projects and programs for the disadvantaged. A new state agency to implement this cooperation is not needed.

5. Dollars invested in the disadvantaged education area could profitably be spent for both action and research-oriented activities, but the emphasis should be placed on creating a series of educational opportunities for all disadvantaged age groups.

6. The pipeline for moving ideas and innovations for educating the disadvantaged should be streamlined so the state's decision-makers can more rapidly receive and assess new ideas generated by educators and spokesmen for disadvantaged groups.

ASSESSMENT OF EDUCATIONAL PROGRAMS, NEW DIRECTIONS, AND FISCAL IMPLICATIONS

SUMMARIES & EVALUATIONS

CURRICULUM INNOVATION COMPENSATORY PROGRAMS	William E. White
IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT IDENTIFICATION AND MOTIVATION	Donald A. Anderson
ADMISSIONS AND RETENTION PROBLEMS GUIDANCE AND COUNSELING FINANCIAL AIDS	Samuel D. Proctor
FACULTY SENSITIVITY TO PROBLEMS TEACHER PREPARATION	William J. Micheels
STATE FISCAL IMPLICATIONS	Frederick K. Hiestand

CURRICULUM INNOVATION AND COMPENSATORY PROGRAMS

SUMMARY AND RECOMMENDATIONS

William E. White
Associate Director, Academic Planning
Coordinating Council for Higher Education

Workshop #1, Evaluators -- Donald E. Bressler, MDTA Supervisor
VTA District #17, Rice Lake

William E. White, Associate Director
Coordinating Council for Higher Education

Workshop #6, Evaluators -- James Baugh, Associate Director
Tutorial and Financial Aids
University of Wisconsin, Madison Campus

Harold G. Gall, Director of Federal Projects
Madison Public Schools

The observation has been made that education and anarchy are in a race for control of society. Until recently, most of us were convinced that education was clearly in the lead. The workshop presentations at this conference, as well as the subsequent discussions, indicated both hopefulness and hopelessness as to the capability of education, as presently constituted, to meet the current challenge.

Curricular planning, even under the best circumstances, follows a ritualistic and frustratingly slow series of deliberate steps which do not appear responsive to the changes required in higher education. Higher education has had so little experience in innovative practices and compensatory programs that we are now called upon to embark upon a new era with plans essentially untried and unresearched. Within the workshops, solutions were offered varying from reading mothers for four-year-olds to world federal government.

I wish to express my appreciation to the other evaluators, Donald Bressler, James Baugh, and Harold Gall, who assisted in the preparation of this outline and it is my hope that this brief report will at least reflect the flavor of the carefully prepared papers and the ensuing discussions in Workshops #1 and #6.

While the expression may be trite, I think there was a clear consensus from both of the workshops that educational programs relevant to the goals, needs, motivations, and aspirations of the several subcultures of American society have not been well realized within our present educational efforts. Most American colleges and universities are success-oriented. They cater to young people who have mastered 12 years of schooling in preparation for college, who are solvent, and who have adjusted to the style and strictures of the prevailing culture.

The following statements represent principles, summaries, or major recommendations advanced within the workshop sessions:

CURRICULUM INNOVATION

1. Programs must be people (student) oriented.
    a. The knowledge to be learned must be related to what the students need to know.
    b. Good teaching is good teaching no matter where it occurs and a program that is responsive to student needs need not be "special."
    c. Understanding and not a certain amount of educational exposure is the basic objective of any educational experience.
2. An institutional commitment to change is crucial to the success of innovation.
    a. Change to educators is a "God-awful threat."
    b. While the hiring of a director for special projects or special assistant for the disadvantaged may be important, a firm institutional commitment from the board, president, chancellor, dean, faculty, and students is crucial to the success of such new programs.
3. Divergent goals between middle class and ghetto or rural poverty youth make education irrelevant.
4. Rigid, conservative, departmental organization of knowledge is not relevant to today's problems.
5. Innovation must focus on changes in the system (curriculum and faculty) rather than on getting the student ready.
    a. Most so-called "dropouts" are in fact "pushouts."
    b. Institutional attitude about students and their "problems" contribute to the students' "failures."
    c. Challenge is not to get a "disadvantaged" student a negotiable degree suitable for framing, but an education.

   d. Students are trapped, not freed, by the academic mind set they encounter in which the student, not the system, is always required to adjust.

   e. Innovation in education will be of assistance to all groups to be educated regardless of their background classification.

6. Priorities for programs in higher education must be established.

   a. Higher education may already be too late in meeting needs but we have no choice but to attempt some recovery of lost ground at this level.

   b. A total and massive educational effort from parents, to preschool, through elementary and secondary, to post-high school education is required.

   c. The entire higher educational system needs humanizing.

COMPENSATORY PROGRAMS

1. Compensatory programs found in position papers are similar in their attempts to relate students to the system.

> "The proper goal for any educational system is to offer all children an education 'up to the limit of their ability.' One has to very much doubt that current American educational methods satisfy that goal, either in the slums or out. The lack of success with compensatory education means that we have not yet found an efficient way to let slum schools push students nearer their maximum potential.
>
> "This failure to find new ways is not especially surprising, since the United States public schools are in general bogged down in a morass of bureaucracy and outmoded educational ideology. Under these circumstances, failure to find a way does not automatically prove that none exists.
>
> "With the commitment for compulsory and universal education comes the responsibility for providing learning experiences for all kinds and types of children and adults. Considerable success was achieved with the blind, the deaf, and physically handicapped children; however, when we take a real look-see, we have not done as well with the children suffering from social, psychological, or emotional inadequacies."

2. There is no clear consensus or empirical evidence indicating the success of compensatory programs. This lack by itself should not be interpreted as a criticism of such programs.

   a. There is general support on the part of educational leaders for expansion of compensatory programs, based upon the failure of present programs to meet deficiencies.

   b. Compensatory programs in Wisconsin are too often inadequately planned, staffed, and financed.

   c. Programs indicating promise are remedial and tutorial programs, flexible scheduling, relevant curriculum, individualized instruction, expanded guidance services, on-the-job training.

3. Present degree requirements and termination opportunities are inappropriate.

   a. Every higher education institution in the state should offer meaningful transferable or terminal associate degree opportunities.

   b. New second, third, and fourth-year programs related to the strengths of the individuals should be explored.

4. Successful compensatory programs are characterized by:

   a. Participant involvement in planning and implementation.

   b. Inspired leadership.

   c. Sufficient supplies and equipment.

   d. Individualized instruction.

   e. A faculty "tuned in" to student needs.

   f. A responsive and community support.

CONCLUSIONS AND RECOMMENDATIONS FROM WORKSHOPS

1. Educational systems do a poor salvage job at all levels.

2. A major "hang-up" is the failure of the educational systems to mesh programs one with another and to be "tuned in" with students.

3. Dead-ended educational opportunities must be avoided.

4. Systems position papers are criticized for their status quo orientation.

5. There is danger in assigning to education the major responsibility for solving broad social problems.

6. While there are few experts in program development for selected cultural groups, every effort should be made to involve them in all stages of planning.

7. Success of programs depends upon people; in the evaluation of position papers, the CCHE is encouraged to determine systems and institutional commitments in assigning priorities.

8. Workshop #1 passed the following resolution:

   BE IT RESOLVED and recommended to the Wisconsin Coordinating Council for Higher Education:

   a. That at every level students have a meaningful decision-making voice on all facets of the educational process.

   b. That students be encouraged, involved and given the financial assistance to carry out programs.

9. Workshop #6 submits the following principle:

   That education in Wisconsin shall be *totally* empathetic to all the needs of our citizens--including knowledge and application of cultural, ethical and current environmental background--in the preparation for more effective and responsible life in our society.

IDENTIFICATION AND MOTIVATION AND IMPROVEMENT OF COLLEGE AND COMMUNITY ENVIRONMENT

SUMMARY AND RECOMMENDATIONS

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School Supervisor
State Department of Public Instruction

Workshop #2, Evaluators -- Ruth B. Doyle, Director of Tutorial and Financial Assistance
University of Wisconsin, Madison Campus

Warner E. Mills, Jr., Assistant Dean
Beloit College

Workshop #8, Evaluators -- Donald A. Anderson, School Supervisor
State Department of Public Instruction

Bernice F. Schuld, MDTA Secretary
VTA District #17, Rice Lake

Our educational establishment, as it now exists, changes rather slowly--more slowly than many might wish. Often the educationally deprived views administration as a part of the bureaucracy which has been to blame for depriving them of what they see the larger society enjoying. Policy makers appear to have no empathy or understanding of the needs and desires of all members of the student body.

Education is at the vortex of the whirlpool because the black, Indian, and Latin groups recognize the value of education to their professional, psychological, and emotional development. These groups are asking the educational systems to change to accommodate their backgrounds.

It appears necessary that a climate be established in which the student finds his own interests and needs being recognized and then, at least, to a satisfactory degree satisfied. This calls for a staff that is well acquainted with the aspirations of the deprived and is encompassed with understanding, involvement, and sincerity.

Certainly the devices employed to measure academic potential of prospective students are inadequate when culturally distinct individuals are being evaluated. A University of Connecticut study recently found, for example, that high school rank--a reliable predictor for Caucasian, middle class students--was a poor predictor for black, economically deprived students. But what unknown factor is the key to predicting college success for the Indian, the Mexican American, the Puerto Rican, and the black student? If the high school record merely indicates what a student has done, not what he is capable of doing, what indicator or indicators can be better used? Can talent that has been stymied early and has not been recognized be recovered?

Some would say that selection should be made on the basis of an individual's determination to attend an institution of higher learning and that the major task of discovering potential should be left with the institution. As a part of this proposal might well go the suggestion that individuals not be called upon to have rather specific goals in mind for attending college or university but that instead the goals might be rather general while being realistic.

Once in an institution of higher learning, a priority should be placed on the students' welfare rather than on the academics. Failure in a particular area should not be looked upon as leading to the termination of enrollment. Opportunities need to exist in which a student can drop a course at any time up to the final examination without endangering his academic record. Subsequent successful completion of a course should eliminate any previous record of failure or dropping from that particular course. At the same time, provisions for easy transition from academic colleges and universities to institutions involved in vocational preparation must become a reality. Similarly, a student who is frustrated and unchallenged at a vocational school may meet with success in an academic program of another institution.

How can our universities accelerate change both within themselves and in the communities where they exist? Recognizing the differing relations between the several Wisconsin universities and their communities, it was felt that the universities do have a responsibility for reaching out to stimulate and guide community change. This may involve, for example, protecting its students, as it protects its faculty, from undue community pressures or perhaps in interesting local businesses in financing programs for the culturally diverse.

Part of the problem lies in the fact that colleges and universities must put their own houses in order. Especially they must recognize the need for special programs for these new students. Extensive orientation programs may be the key to success. There should be courses and instructors to whom these students can relate as well as there being minority group members involved in the administration of the programs. The political system of the United States does not now recognize racial distinctions and separatism, as some militants propose would be a step backward. A recent Johns Hopkins University study indicates that the overwhelming majority of blacks, for instance, believe we should be headed toward an integrated society.

Consolidated proposals from the two workshops are summarized below:

1. Wisconsin colleges and universities should create a consortium to find talented minority group personnel and the pool so developed should be made available on a statewide basis to other institutions.

2. Internal faculty sensitivity programs should be developed and instituted in Wisconsin colleges and universities.

3. Every effort should be made to incorporate minority group students into all segments and experiences of school life.

4. School administrators must show more conclusively that they accept the responsibility of insuring that all students have a meaningful academic life.

5. Credits carried should be dependent upon readiness of the student with an opportunity of dropping courses, at any time up to the final examination, in which a student finds himself having difficulty.

6. Opportunities must be provided for orientation to and preparation for institutions of higher learning. (See Subsection I, "Proposal for a College Preparatory High School," of this report.)

7. Establishment of high level positions (vice-presidencies, etc.) to whom members of minority groups might be appointed. As an illustration, there might be created a Vice-Presidency of Urban Affairs.

8. Colleges and universities should encourage the participation of their faculty members in community affairs.

9. Colleges and universities must make the commitment to provide the atmosphere into which all individuals can feel a kinship. (See Subsection II, "Resolution," of this report.

10. Universities should develop _ad hoc_ organizations to develop better dialogue between themselves and their communities, especially on such subjects as police role in society and on university campuses.

Throughout the discussion an urgency seemed to prevail that Wisconsin institutions must move rapidly in showing that they have the compassion to listen, to learn, and to make changes in order to assimilate all segments of the student subculture into its institutional life.

Subsection I

PROPOSAL FOR A COLLEGE PREPARATORY HIGH SCHOOL

Ruth B. Doyle

Proposal: It is proposed that there be established somewhere in the state of Wisconsin a College Preparatory High School, sponsored cooperatively by the University of Wisconsin and the Wisconsin State Universities.

Purpose: Enrollment at the College Preparatory High School would be limited to students who (1) had not finished high school, or who had not taken the units required for admission to college; (2) were, in the judgment of all concerned, capable of earning a college degree provided that academic deficiencies could be removed; (3) are older than the traditional high school student and financially and culturally, as well as academically, disadvantaged.

Description: The College Preparatory High School would be in operation and completely staffed 12 months of the year. Students would enroll in the courses they needed to fulfill requirements, but might also take a course or two for enrichment only. Science courses--such as chemistry, biology, and physics--would be offered in fully-equipped laboratories. Instruction in all areas would be individualized with the sole purpose of preparing the student for college as quickly as possible. All areas required for college admission--mathematics, science, social science, and English--would be offered.

Enrollment would be possible on the first of any month throughout the year. Students would be enrolled only as long as it took to complete the requirements for admission to college. Financial aids similar to those offered college students would be available for the period of enrollment at the College Preparatory High School. Other resources of the students (such as Aid to Dependent Children, G.I. benefits, etc.) would be available.

Curriculum would be established and courses planned by joint consultation between the State Universities and the University of Wisconsin. Class size would vary from one to 20.

Comment: No one knows how many people there are in Wisconsin who are presently eligible for such a school. No one knows how many people might become interested in attending college if the opportunity were available to fill in and complete the academic background necessary for success in a college program.

Estimates of potential enrollment could be made through the Milwaukee Educational Opportunity Center, the Racine Environment Committee, and similar agencies established to promote equality of educational opportunity.

Over the past three years, while recruiting students for the Special Program of Tutorial and Financial Assistance, an increasing number of this kind of capable, but disadvantaged, person has come to my attention.

No one community has enough of these students to establish such a school. Area technical colleges have offerings limited always by the number of students interested. A statewide center would insure a steady enrollment, and justify complete course offerings at all times. Twelve-month operation and monthly enrollment would insure economical operation, since staff would be fully utilized throughout the year.

The school could be located in almost any community where there are a few rooms and apartments available and a school building which is usable. The emphasis would be on academic quality and efficiency--not on equipment, building, or grounds.

Quality of education would be a primary goal. A student who received his high school mathematics and science instruction in the College Preparatory High School should be as well prepared as any other student in the University to follow his interests into any scientific or medical field if he wishes. Too often, at the present, students must modify their natural inclinations and interests to accommodate to a deficiency in mathematics and science. The same would apply to foreign languages.

Establishment of such a school would not remove the need for special programs for students with marked differences of background and preparation within the universities. It would make some people eligible for such programs who cannot now be considered.

Subsection II

RESOLUTION

WHEREAS many of our institutions of higher education, as they now exist, do not provide an atmosphere which permits self-motivation and identification by minority group students,

BE IT RESOLVED and recommended to the Coordinating Committee for Higher Education that:

1. Provision be made for promoting faculty sensitivity to minority group problems and strengths.
2. Counselors and directors for minority group projects be found from among the minority groups themselves.
3. Faculty be recruited from leaders in the minority group culture to provide courses in these areas.
4. Wisconsin institutions of higher education seek minority group persons for staff positions and invest them with decisional latitude and to assist and deliver to the minority group students institutional resources in order to help eliminate the gaps between the institution and its minority group students.

ADMISSIONS AND RETENTION, GUIDANCE AND COUNSELING AND FINANCIAL AIDS

SUMMARY AND RECOMMENDATIONS

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Kenneth Sager
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Workshop #4, Evaluators -- John J. Cook, Research Coordinator
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Special Assistant to Chancellor
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ADMISSIONS AND RETENTION

1. It is important that an institution make a firm commitment to establish a program with clear perimeters in order to evaluate success for further build-up.

2. Some index of a student's promise must be devised to save both the student and the school from failure.

3. Regular and traditional indices such as the Scholastic Aptitude Test may reflect too much of one's cultural orientation and not enough of one's real ability.

4. Other students who are succeeding are excellent recruiters.

5. Forms used and steps taken toward admission should be packaged in an uncomplicated form. Many disadvantaged students cannot expect the assistance and encouragement to unravel tangled instructions that others may find.

6. Terms of aid should be clearly spelled out.

7. Students should be shown in great detail what college expects of them. Overselling is risky.

8. One office--one person preferably--should monitor the applicants from first contact to end of period of orientation. Students should know where help can be found on every issue.

9. The institution that receives black students in a previously white student mass should include in its staff black personnel who can relate to the new black emphasis on identification, should establish a program of Afro-American studies to assuage their hunger to know more of their own past and problems, should provide for a program that will project black concerns to the total college community, and should locate a physical facility for a cultural center where black students--until society becomes less ethnically separated--can find hospitality and "nest" together to recover their own ego strength.

10. Faculty should be sensitized to the efforts of the school to serve larger numbers of students who are economically and educationally deprived; new efforts should be made to present subject matter in the thought coinage and in a vernacular that meets the student at his level of experience, readiness, and curiosity.

11. Schools should set their own targets for retention and judge themselves as they judge students.

12. Disadvantaged students should not be permanently labeled. Their college experience should be as enjoyable and as challenging as that of other students.

GUIDANCE AND COUNSELING

1. The ratio of counselors to students for disadvantaged students must be improved. The public school load of 1:600 is fruitless for the needs of disadvantaged students.

2. Counseling should be a year-round function, not a salvage operation after both school and students are in trouble.

3. Parents should be more closely involved in the counseling process.

4. More counselors should be chosen on the basis of experience rather than on academic credentials.

5. Greater use should be made of sensitivity training techniques and diagnostic methods.

6. There should be more inservice training for counselors before they assume larger functions.

7. Other students should be trained and used as counselors.

8. Counseling centers, outside of institutions, that are "person" centered rather than institution centered should be established.

9. Apart from general adjustment needs, students should be given more help in ordinary day-to-day living, budgeting, travel, sources of information, etc.

10. Less experimentation with the disadvantaged is desirable; faster movement toward the full challenge to which everyone else responds is the goal for counseling the disadvantaged.

FINANCIAL AIDS

1. Most schools are operating financial aid programs for the disadvantaged on funds "as available" and federal grants. Sufficient funds must be made available to assure full support for the freshman year and to assure a declining proportion of support for succeeding years as work and loan components appear feasible.

2. Financial aid announcements and processes of application should be simplified and made manageable.

3. State and federal aid should be made available to the student on a basis that will not compel him to choose a school because it has aid. Aid to a disadvantaged student should follow him to the school of his choice where he feels his chances for success are best.

4. Need analyses for the disadvantaged may be different from those of higher economic groups. Parental support, for example, even where possible, may not be counted upon among those who are unaccustomed to viewing college education as worth a sacrifice of other more immediate goals.

5. An investment in education for the disadvantaged is not only a better way of spending public funds than having to spend it on welfare and crime, but it is a way for the total public to give everyone a chance to escape from the limits that the accident of birth and environment arbitrarily place upon a human life.

FACULTY SENSITIVITY TO PROBLEMS AND TEACHER PREPARATION

SUMMARY AND RECOMMENDATIONS

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G. John Stoelting, Director of Program for High Risk and Disadvantaged Students
Wisconsin State University-Eau Claire

Workshop #9, Evaluators -- Keith W. Stoehr, Director
Kenosha Technical Institute

Sara M. Steele, Coordinator of Staff Development, University of Wisconsin Extension

FACULTY SENSITIVITY

Faculty sensitivity to individual student concerns and needs is an absolute necessity for effective education. The degree of sensitivity to the problems of the educationally disadvantaged depends upon:

1. The teacher's individual makeup based upon his experience.
2. The problems of general school operation.
3. The restrictions imposed by the educational system.

The teacher's individual makeup based upon his experience

His sensitivity ranges from the indifferent, through fear, uneasiness, and patronization to real understanding. The nature of the teacher's family and personal life style, community experiences, formal education, and work experience determine his capacity to be responsive to the concerns of the student inside and outside of the classroom. Many Wisconsin teachers come from middle-class white backgrounds with little or no experience with minority groups or the impoverished. This insulation and isolation has caused a high degree of insensitivity.

The problems of general school operation

The teacher as a part of the professional staff faces problems of lack of sensitivity when he is placed in a choice situation involving recognition of student needs and welfare as against such matters as personal concern for salary schedule, for working conditions, for patterns of staff and pupil control, for administrators, and for peripheral duties.

The restrictions imposed by educational system

The general impersonal regulations imposed by central offices and administrations often do not fit the specific needs or concerns of the educationally disadvantaged. The teacher and student all too often suffer with an "all things to all people" curriculum. The evaluation of learning success and teaching ability may have little to do with the achievement of the real goals of learning. Universities are especially guilty of rewarding research competency and ignoring teaching ability. Rigid institutional policies may prevent real response to the needs and concerns of the educational program.

If faculty sensitivity is to become a reality, a series of positive steps must be taken.

1. To improve individual teacher sensitivity:
    a. Qualified teachers of diverse cultural backgrounds and divergent points of view must be sought and employed in all educational systems.
    b. Teachers should become involved in the life style of the students and the community.
    c. On-the-job training should be provided which includes teacher visitation with student and family. Live-in experiences should be considered seriously.
    d. Teacher training programs should include special courses taught by people with an immediate feeling for and understanding of racial minorities and those who are impoverished.
    e. Teacher aides should be employed from the immediate community to interpret the deepest concerns of the people.
2. To improve general faculty sensitivity:
    a. Problems of teacher welfare must be matters of total faculty consideration.
    b. Careful study must be given to means for stimulating learning efficiency in pursuit of individual and school objectives.

   c. Boards of education and the legislature need to be encouraged by teachers, administrators, and the community working together to provide adequate resources for desirable operational conditions.

   d. Faculty relationships must be characterized by free interaction with no professional stratification.

3. To encourage sensitivity within the educational system:

   a. There should be direct community and student involvement in curriculum development, teacher evaluation, and school administration on a continuous basis.

   b. The faculty member should be recognized and rewarded on the basis of his teaching merit rather than other factors such as the number of his publications, and years of employment.

   c. Class size and faculty support should be sufficient to make the opportunity for teacher-student communication a reality rather than an educational myth.

TEACHER PREPARATION

It became apparent during the sessions that no institution in Wisconsin has given proper attention to the problems of teacher education for the disadvantaged. There are disadvantaged people in every section of the state. From a statistical point of view, the largest number of disadvantaged is not inner city persons, although their needs may be greatest at the present time. The point being made is that every institution in Wisconsin has a responsibility and a challenge to be met. This session recommended a statement of intent from each institution as to what it intends to do.

Teacher preparation cannot be divorced from school systems.

The problem of teacher education for disadvantaged youth has brought into clear focus the need for teacher education programs generally to be a process of interaction with the school systems and the community where the product (teachers) will be working. This will be easier to achieve in working with middle-class communities than in working with disadvantaged groups. The point is that too much of today's teacher education is apart from rather than a part of teaching in the market place.

The concept of new service jobs relating to teaching was discussed. Growing out of this was the idea of jobs first--diplomas later.

Teachers must be prepared to work with the whole child and not with just some aspect of the child's growth or behavior. Teachers of the disadvantaged must possess a sincere empathetic and sympathetic attitude toward the disadvantaged and demonstrate "real love" and not "superficial love" in the teaching environment. Kids can detect "phoney love."

Considerable discussion revolved around the proposition that a prospective inner-city teacher should, hopefully, be produced by an institution that concentrates solely on this problem. The School of Education at UWM has made a commitment of this kind. This grows out of an awareness that a School of Education cannot be all things to all people. The resources of this one school are committed to preparing teachers for the inner city. This raises the question of whether other Schools of Education, without a similar commitment, will be able to prepare teachers who are competent to teach in the inner city. What implications does this have for cooperative ventures between other teacher education programs and that of UWM? By the same token, what are the implications for preparing teachers for other disadvantaged groups?

Teacher education should not only be concerned with education of the disadvantaged, but with education of those who can prevent the conditions which result in disadvantagement.

The questions were raised constantly: Are college teachers competent to teach teachers of the disadvantaged? How can our teachers of teachers (including all faculty members) equip themselves to provide the learning experiences which would-be teachers of the disadvantaged need?

It was agreed that the teachers themselves, as a professional group, need to meet this problem head-on. The graduate schools may help to prepare a better college teacher, but the teachers themselves must "take the bull by the horns."

It was stated, by various participants, that university teachers are quick to point out how the ills of society should be cured, but they "hide their heads in the sands" when it comes to curing the ills of their teaching. As one participant pointed out: "With some exciting exceptions, the typical teaching in a college today is no different from the college teaching of the middle ages."

The teacher-to-be should have learning experiences in the teaching process during his first year, rather than wait until the end of his college experience. Micro-teaching, teacher-aids, observation, were mentioned as activities to be included as a part of the freshman or sophomore years.

A variety of comments was aimed at the proposition that those who were to be affected by the teaching, including teacher education, ought to be consulted in the determination of the kinds of learning experiences which ought to be presented. In other words, students, immigrants, disadvantaged, and anyone who might be affected ought to be consulted in the construction of a curriculum or set of learning experiences.

The learning experiences must grow out of the environment in which the learners are expected to live. One spin-off of this train of thought relates to the need for bilingual teachers where the learners learn English as a second language.

The student members in both sessions convinced the participants that students have a significant input if we wish to improve teacher sensitivity and teacher preparation. Marilyn Cowser was speaking from the heart as she convinced everyone that anyone who wishes to work with the disadvantaged must have a firm commitment along with a sincere love of children and a love of teaching.

Amy Henderson used a quote from Shaw which should serve as a parting thought for all of us:

> "Some people see things as they are and ask why
> I dream things that never were and ask why not."

io

STATE FISCAL IMPLICATIONS

SUMMARY AND RECOMMENDATIONS

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Chief of Educational Resources Section
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Workshop Evaluators -- Frederick K. Hiestand
Chief of Educational Resources Section
Department of Administration

Gale L. Kelly, Associate Director-Finance
Coordinating Council for Higher Education

Gary Goetz, Fiscal Analyst
State Legislative Fiscal Bureau

The workshop participants addressed themselves primarily to the two following questions:

1. What dollar requirement is needed to meet the educational needs of the disadvantaged?
2. What criteria and procedures should state level decision-makers use to provide funds for the educationally disadvantaged?

The workshop concluded that:

1. If the state's fiscal agents are going to perform their proper budgeting function, they will have to compare and contrast the program ideas brought forth at the conference with the original ideas described in the position papers of the educational systems.
2. Disadvantaged programs must be funded on a sustained basis if the reasonable expectations of the disadvantaged are to be fulfilled.
3. The application of performance measurement to disadvantaged programs may have to be shelved for a time. Decision-makers may have to regard disadvantaged programs as "venture capital" situations.
4. There is a definite need for installing more formal means of cooperation between public and private education on projects and programs for the disadvantaged. A new state agency to implement this cooperation is not needed.

5. Dollars invested in the disadvantaged education area could profitably be spent for both action and research-oriented activities, but the emphasis should be placed on creating a series of educational opportunities for all disadvantaged age groups.

6. The pipeline for moving ideas and innovations for educating the disadvantaged should be streamlined so the state's decision-makers can more rapidly receive and assess new ideas generated by educators and spokesmen for disadvantaged groups.

APPENDIX A

THE EDUCATIONALLY DEPRIVED—AN OVERVIEW

POSITION PAPERS

The University of Wisconsin
Wisconsin State Universities
Vocational—Technical and Adult Education Schools
Wisconsin State Department of Public Instruction

INFORMATIONAL REPORTS

Wisconsin Department of Administration
Wisconsin Association of Independent Colleges and Universities
Wisconsin Higher Educational Aids Board

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THE EDUCATIONALLY DEPRIVED -- AN OVERVIEW

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INTRODUCTION

Very few problems in the field of education are as complex as the problems of educational deprivation. An adequate solution to these educational problems will require dedicated and concentrated efforts of educational policy makers, curriculum specialists, teachers, guidance workers, and administrators. It will require also that governmental and social agencies recognize the needs and devote additional attention to the solution of those needs. Social problems bear directly on the development of the child and adolescent and influence the interaction between students and the schools.

Behavioral sciences interdisciplinary efforts seem necessary in understanding and attacking many of the problems of the educationally deprived. Bringing together leading specialists from many different disciplinary areas may result in greater understanding of and a more satisfactory and realistic approach to the education of the deprived.

In recent years, increasing thought and effort has been devoted to the problems of the culturally and educationally deprived. As an overview of these thoughts and efforts and in an attempt to set the scene for future efforts, this paper will review national and Wisconsin data and research and studies bearing directly on or associated with the education of the deprived. Also included are a variety of common and innovative programs currently in operation as programs of public schools, colleges, business, and other agencies and organizations.

DEFINITIONS OF THE UNDERPRIVILEGED

Various writers use terms interchangeably in describing that segment of society which does not have the good fortune of being included in the average or upper-class groupings of our population. There appears to be no common agreement about the point at which a family or individual becomes a part of the "disadvantaged" or "underprivileged" group. Likewise, criteria for inclusion or exclusion of groups are not uniform.

The literature contains many terms relating to categorization of the "underprivileged"--deprived, culturally deprived, culturally impoverished, educationally deprived, disadvantaged, lower class, lower socioeconomic group, culturally different, working class, slum culture, the inner core, inter-city dwellers, experientially deprived, culturally handicapped, culturally distinct, poor, and many others.

Some authorities include, in the underprivileged, children who come from homes where money is plentiful but love is lacking. To be sure, these children and children from broken homes may be underprivileged. From an educational standpoint, any child or youth for whom the curriculum is outdated, inadequate, or irrelevant may be disadvantaged. However, this paper will be concerned primarily with the segments of society which are underprivileged due to ethnic and socioeconomic circumstances.

Thus, included as underprivileged would be youngsters on the hardship end of scales on family income, location of home in the community, location of the community in the state or nation, and lack of opportunities to develop to the fullest of their abilities. Various cultural and racial groups or individuals from those groups may fall within this definition--the economically poor and culturally deprived including whites, blacks, Indians, Puerto Ricans, migrant workers, workers in some service occupations, and persons in depressed urban and rural areas.

Efforts to define terms like "poverty" or "low income" are understandably influenced by the values of those who do the defining. For convenience, the federal government began its economic opportunity program with an arbitrary definition of the poverty line as an annual income of $3,000 or less for a family of four. As O'Reilly[1] states, "Obviously it begged the question of where a family with $3,001 could enjoy non-poverty status, but a beginning had to be made."

Myrdal[2] considers families with incomes under $4,000 in poverty and those with less than $2,000 in destitution. Perhaps any income would be considered inadequate if the family has less than it needs to maintain a decent standard of living. While there are advantages to using the term low income to describe families just above the poverty line, it tends to be a generic term that includes the "poor," "destitute" and "impoverished."

Lampman[3] states that, "The leading characteristic which distinguishes the poor from the non-poor population is limited educational attainment; 61% of poor family heads have no more than 8 years of schooling. . . while 32% of all persons 16 to 24 years of age in 1960 had not graduated from high school, 45% of those whose fathers had income under $5,000 had not graduated." He estimates that about 44 per cent of the poor are children, and that about one-third of these poor children are in families whose heads had a regular full-time job. He claims that only 22 per cent of all poor families are nonwhite; over one-third of all poor children are nonwhite. He also mentions the cutover region of the Upper Great Lakes as one of the isolated "pockets of poverty."

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[1] Charles O'Reilly. "Locked in Poverty - The Low Income Rural Family in Dane County" (Madison: University of Wisconsin School of Social Work, 1968), p. 5.

[2] Gunnar Myrdal. *Challenge to Affluence* (New York: Pantheon, 1963).

[3] Robert J. Lampman. "Population Change and Poverty Reduction, 1947-1975." A paper presented at Morgantown, West Virginia, May 4, 1965 (Madison: University of Wisconsin, Department of Economics).

THE NATIONAL SITUATION

In general terms, according to Miller[4], the top five per cent of America's population in 1962 received about 20 per cent of the income, while the lowest 20 per cent received about five per cent of the income; another way of stating it is that the top fifth in income received 10 times the income of the bottom fifth. This relationship of income has changed greatly since 1929. In 1929, the bottom fifth of the population received 12.5 per cent of the income as compared with 4.6 per cent in 1962.

Miller[5] also points out that the relationship between education and income is complicated during the years individuals are finishing school and beginning work. However, education does appear to be a profitable investment. For the male working population of 18 to 64 years of age, 1959 mean average earnings by education were as follows: less than eight years of school, $3,659; eight years, $4,725; one to three years of high school, $5,379; four years of high school, $6,132; one to three years of college, $7,401; four years of college, $9,255; and five or more years of college, $11,136.

Both in Wisconsin and in the United States, the average years of school completed by the nonwhites is lower than for whites (Table I)[6].

TABLE I

YEARS OF SCHOOL COMPLETED BY MEN OVER 25
UNITED STATES AND WISCONSIN, 1960

Years of School	United States		Wisconsin	
	Whites	Nonwhites	Whites	Nonwhites
	%	%	%	%
None	2.0	6.8	1.1	3.0
1- 4	5.5	20.9	4.8	11.9
5- 7	13.7	23.0	13.8	20.8
8	18.4	12.3	25.7	18.5
9-11	18.9	17.0	15.6	21.2
12	22.2	12.1	23.0	14.2
13-15	9.1	4.4	7.7	5.2
16 or More	10.2	3.5	8.3	5.2
TOTAL	100.0	100.0	100.0	100.0

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[4] Herman P. Miller. *Income Distribution in the United States* (Washington: U.S. Government Printing Office, 1966), p. 21

[5] Miller, *Ibid.*, p. 139.

[6] U.S. Bureau of the Census. *U.S. Census of Population 1960* (a) *Detailed Characteristics, Wisconsin* and (b) *General Population Characteristics, United States Summary* (Washington: U.S. Government Printing Office, 1962).

The median year of school completed by men 25 years and older in 1960 in the United States was 10.9 years for whites (9.9 for Wisconsin) and 7.9 years for nonwhites (8.8 for Wisconsin). The educational disparity between whites and nonwhites, as shown in Table I, is even more evident than it would seem from the median education. More than one in every four nonwhite men in the general population reportedly had less than a fifth grade education (15%, Wisconsin), compared to 7.5 per cent of the whites (5.9%, Wisconsin). Functional illiteracy (i.e., failure to complete 5 or more years of education) was four times more prevalent among nonwhite men than it was among white men (2-1/2 times in Wisconsin).

The median year of school completed by men 25 years and older in rural Wisconsin is 8.8 years. The median for rural nonwhites (mostly Indians) in Wisconsin is 8.3 years.

The President's National Advisory Commission on Rural Poverty[7] presents statistics which show that nationally the proportion of persons in rural areas who are poor is substantially higher than for metropolitan areas (Table II).

TABLE II

PERSONS IN POVERTY BY RURAL AND URBAN RESIDENCE
MARCH 1965

Item	Persons at all income levels		Poor persons*		
	Number (millions)	Percent Distribution	Number (millions)	Percent Distribution	Percent Poor
United States	189.9	100.0	33.7	100.0	17.7
Total rural	55.3	29.1	13.8	40.9	25.0
Farm	13.3	7.0	3.9	11.6	29.3
Nonfarm	42.0	22.1	9.9	29.4	23.6
Total urban	134.6	70.9	19.9	59.1	14.8
Small cities	27.1	14.3	6.4	19.0	23.6
Metropolitan areas	107.5	56.6	13.5	40.1	12.6

*Income data relate to 1964.

While 29.3 per cent of the rural farm and 23.6 per cent of the rural nonfarm persons are classified as poor, only 12.6 per cent of the persons in metropolitan areas are. The proportion of poor, however, living in small cities is the same as the proportion of persons who are rural nonfarm individuals.

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[7] *The People Left Behind.* A report by the President's National Advisory Commission on Rural Poverty (Washington: U.S. Government Printing Office, September 1967), p. 3.

Rural Poverty

An affluent, primarily urban society tends to overlook the problem of poverty in its rural areas. Yet nationwide, 4.4 million of the 9.7 million families with net cash incomes under $3,000 in 1959 were rural families.[8] One-third of the rural poor families were on farms; two-thirds were rural, nonfarm residents. (According to the U.S. Bureau of the Census, places with less than 2,500 population are rural.) The rural families, who comprised 29 per cent of the total population, made up a disproportionately large 46 per cent of the nation's poor families. In comparison, although 71 per cent of all U.S. families were urban, they made up only 54 per cent of all poor families. In Wisconsin and many other states, the rural poor are whites, contrary to the impression held by many that America's rural poor are mostly Southern Negroes.

In the nation, 7.7 per cent of all urban white families lived in destitution in 1960, i.e., had incomes under $2,000 a year. The same was true of 15.7 per cent of the rural white nonfarm families and 28.6 per cent of the rural white farm families.[9] Wisconsin was a little better off with 6.4 per cent of all its families in destitution compared to 13.4 per cent of its rural families and 22.4 per cent of its farm families. The poor family remains a problem for the nation and the state.[10]

The total number of poor people in 1967 was estimated at 25.9 million, down from 28.8 million a year earlier. Of the 1967 total, 10.7 million were children under 18 years of age. Many of these children--about 4 million--were growing up in families headed by a woman, with no man in the household. Poverty is far more prevalent among Negro and other nonwhite families than among whites. In 1967, about eight per cent of all white families were classified as poor, while 30.6 per cent of nonwhite families were living in poverty. In terms of individuals, however, poor whites far outnumber poor nonwhites. Of the total of 25.9 million people counted as poor in 1967, 17.6 million were white and 8.3 million were nonwhite.[11]

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[8] Vardon Fuller. "Rural Poverty and Rural Area Development" in *Poverty in America,* Margaret S. Gordon (Ed.) (San Francisco: Chandler Publishing Co., 1965), p. 390.

[9] U.S. Bureau of the Census. *U.S. Census of Population: 1960. General Social and Economic Characteristics, U.S. Summary* (Washington: U.S. Government Printing Office, 1962).

[10] For a brief analysis of poverty in Wisconsin see: C. O'Reilley, "The Problem of Poverty in Metropolitan Milwaukee" (Milwaukee: University of Wisconsin Extension Division, 1964).

[11] "Poverty--Fading Problem in U.S.," *U.S. News and World Report,* September 30, 1968, pp. 62-63.

Although a lot has been written about poverty in the last few years, research on the rural poor is scarce. Some writers about rural poverty stress the plight of the small farmer who cannot keep pace or of the migrant farm worker. Their problems are important, of course, but the rural poor are increasingly nonfarm. After reviewing the literature on rural poverty, one can only agree with Fuller's[12] conclusion that, while quite a bit is known about low income farming, much less is known about low income, nonfarm people.

There were more than 700,000 adults in rural America in 1960 who had never enrolled in school. About 3.1 million had less than five years of schooling and are classified as functional illiterates. More than 19 million had not completed high school.[13]

Low levels of educational achievement of rural adults give some indication of the poor quality of education in the recent and distant past. In 1960, the average years of schooling for the urban population 25 years of age and over in the United States was 11.1. This compares with 9.5 years for rural nonfarm and 8.8 years for rural farm people. Only 11 per cent of the rural adult population had any college education compared with 19 per cent of the urban population.[14]

To improve the lot of the rural poor, the President's National Advisory Commission on Rural Poverty[15] made 33 recommendations, some of which are quoted here:

> "1. That every child beginning at age 3 have an opportunity to participate in a good preschool program and that wherever possible preschool programs be operated by or in close cooperation with the school system that will have continuing responsibility for the education of the children. Preschool programs should involve a normal distribution of children from different social and economic environments.
>
> "2. That every elementary school system have access on a continuing basis to specialists in the early childhood education of socially and economically disadvantaged children. . .

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[12] Fuller, *Op. Cit.*

[13] U.S. Bureau of Commerce, Bureau of the Census. *U.S. Summary*, PC(1)-IC U.S. (Washington: U.S. Government Printing Office).

[14] U.S. Department of Agriculture. *Rural People in the American Economy*. Economic Research Service, Agriculture Economic Report 101, October 1966, p. 20.

[15] *The People Left Behind, Op. Cit.*

"5. That an 'educational extension service' be created to facilitate the adoption and effective use of new educational technology in elementary and secondary schools. . .

"9. That every needy child be provided books free of charge.

"10. That the Federal Government in cooperation with the States develop and expand occupational education programs that will enable students to adapt to a changing society. Such programs should be developed at the elementary, high school, and post high school levels.

"11. That States establish uniform criteria for the organization and administration of school systems within States. . .

"15. That Federal grants be made to local educational agencies that enroll a significant number of students whose mother tongue is not English to develop bilingual and other special programs to overcome the communications problem.

"16. That at all levels schools assist, through the curriculum, textbooks, and other resources, in the development of a positive sense of identity and pride within and between all children; furthermore, that curriculum materials be developed and utilized with these objectives in mind. . .

"19. That community development be used as a key element in Indian education and that schools be staffed with people trained in this area. Indian education should serve the total educational needs of the tribe and community and not be confined to the education of children.

"20. That Indian history, biographies, and culture be included in the school curriculum as a means of assisting Indian youth in acquiring a positive self-image.

"21. That in schools wherein Indian students are in a minority a special effort be made to meet their unique needs. . .

"23. That immediate action be taken to implement proposals by the Commission on Civil Rights to eliminate racial isolation in the public schools in the interests of both students and teachers.

"24. That government at all levels give priority attention to improving the quality of schools that have in the past served a student body that was predominantly Negro. . .

"27. That the Federal and State governments step up present efforts to eliminate illiteracy and increase the level of general education among adults, and that other institutions and agencies serving rural people, such as churches, community organizations, business organizations, labor unions, Cooperative Extension Service, and agricultural agencies, be enlisted in support of these programs. . .

"29. That Cooperative Extension in cooperation with the Employment Service and other rural agencies provide younger low income farmers with the information they need to decide whether to stay in farming or seek non-farm employment. Moreover, if a decision is made to stay in farming, appropriate rural agencies should provide intensive assistance to help them develop a viable farming operation.

"30. That the Federal Government provide funds to create homemaking teams composed of professional and subprofessional aids to work intensively with all low income rural families. . .

"32. That the land-grant universities concentrate more research and extension education resources to problems of people and communities in adjusting to changes brought about as a result of economic growth and development.

"33. That each State select one university or university complex which will develop, as an integral part of the university, a program of continuing education and public service."

Black Poverty

As indicated earlier, poverty is proportionately far more prevalent among black and other nonwhite families than among whites. In 1967, about 8 per cent of all white families were classified as poor, while 30.6 per cent of nonwhite families were living in poverty.

The Negro migration to the city was the largest and fastest movement of a single group of people in all history. In 1910, 73 per cent of all Negroes lived on farms and in areas with a population of less than 2,500. By 1960, these figures had been completely reversed, and 73 per cent of all Negroes were living in urban areas. Within a period of 50 years--less than one lifetime--the Negro was transformed from a rural to an urban resident.[16]

The concentration of Negroes in the central cities was just as dramatic. Between 1920 and 1940, the Negro population in central cities increased by 83 per cent. Between 1940 and 1960, it jumped another 123 per cent. By 1960, half of all nonwhites in America were living in central city ghettoes, and a full one-third of the Negro population was living in 24 cities. In the last six years for which facts are available, the 1960-1966 period, Negroes in central cities increased by two million; whites decreased by one million. The suburbs had an increase of 223,000 Negroes and 10.5 million whites in those years.[17]

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[16] U.S. Bureau of the Census, *United States Summary, Op. Cit.*

The American Indian

Stephen Shulman[18], Chairman of the Equal Employment Commission, in a statement to the National Advisory Commission on Rural Poverty described the American Indians' plight. He stated:

"American Indians are geographically and culturally isolated in 250 reservations, mostly west of the Mississippi. The reservation population is almost entirely rural; nearly 70 percent live in poverty. Well over two-thirds of the Indians reside on land with marginal or no economic potential or in areas where employment opportunities are restricted to occasional seasonal work.

"Thus, the Indian poor are outside of the productive life of the economy. Unemployment on the reservation in 1962 ran between 40 and 50 percent, and the income of the Indian reservation family averaged between $1,500 and $1,700--lower than the income of rural farm families in the same States. Average schooling for young Indian adults is only 8 years.

"Indian culture is not job oriented. A development program to improve economic conditions on the reservation seems to have had limited success in attracting industrial concerns to locate on or near reservation sites. Under Title VII, preferential treatment may be given to Indians living on or near reservations when they are employed by business located in these areas [sec. 703 (i)].

"Increasing out-migration from reservations to large cities has occurred since 1960. Los Angeles now has an estimated Indian population of 25,000, the second largest concentration of Indians. The Navajos in Arizona number 90,000. Lack of job opportunities and high rates of unemployment on the reservation provide incentive to leave.

"In 1965, about one percent of all reservation Indians were resettled away from the reservation. The Federal relocation programs to assist Indians who wish to settle in urban areas include financial aid and social and other supportive services in the new locations. Urban adaptation may be difficult, and many Indians are returnees to the reservation. For the Indians, more so than for the Spanish-speaking Americans, escape from rural poverty creates conflict about cultural identity."

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[17] "The Negro Problem at a Glance," *U.S. News and World Report*, June 10, 1968.

[18] *Rural Poverty* - Hearings before the National Commission on Rural Poverty (Washington, February 15-17, 1967).

The Navajos in the Southwest, will open the first college on an American Indian reservation.[19] In January, 1969, Navajo Community College, near Many Farms, Arizona, will open with 400 students. Navajo history, culture and language will be required study along with more traditional subjects.

The Spanish Speaking

Hearings before the National Advisory Commission on Rural Poverty brought out the following facts:[20]

"In several respects the disadvantages which affect the Spanish-speaking people of the five States of the Southwest are similar to the problems of other rural poor. In terms of history, culture, and interests, however, these residents of California, Texas, Arizona, New Mexico, and Colorado represent a distinctive group.

"They have recently shifted from primarily rural to urban areas. The migration of native-born farm population to urban centers has left the less educated and less trained foreign-born on the farms. Thirty-five percent of all Spanish-surname families fell below the poverty threshold in 1960. Of the 242,000 Spanish-surname families in the poverty group, 28 percent lived in the rural sector.

"Over half of the Spanish-surname families residing in farm and nonfarm communities received incomes well below the earnings of the general population. The median income for rural Spanish-surname males was under $2,000 in all five States of the Southwest. The relative frequency of poverty was almost twice the rate of the rest of the white population. The average education among the rural Spanish-speaking population is less than that of the rural Negro of the South.

"The recent migration of the rural Spanish-speaking people to cities has been attended by many of the same problems faced by other rural migrants. They have moved to urban areas not only without education and skills, but without facility in English language. . . ."

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[19] *Christian Science Monitor*, July 31, 1968.

[20] *Rural Poverty*, *Op. Cit.*, pp. 108-9.

THE WISCONSIN SITUATION

At the time of the 1960 census, about 80 per cent of Wisconsin's nonwhite population were Negro, 15 per cent were Indian, and the balance were Japanese, Chinese, Filipino, and others. Ninety-nine per cent of Wisconsin's Negroes lived in urban areas, with about 94 per cent living in the central cities. In contrast, 72 per cent of the state's Indians lived in rural areas. Of the other nonwhites, 90 per cent were urban dwellers. Since over 87 per cent of all nonwhite people were urban dwellers, it is not surprising that about 80 per cent of the nonwhite families making less than $3,000 a year lived in urban areas.[21]

The Wisconsin State Employment Service[22] summarized the 1960 low income status in Wisconsin as follows:

" -- 171,743 families and 132,934 unrelated individuals made up the low income group in Wisconsin.

" -- One family in six in the state had an annual income of less than $3,000.

One out of ten urban families
Two out of ten rural-nonfarm families
Four out of ten rural-farm families. . .

" -- 878,251 heads of families worked in 1959 and 673,646 worked full time. One in ten of these still had an income of less than $3,000.

" -- In two-fifths of the 171,743 low income families, the head of the family was 65 years of age or older. This was 70,000 families; 10,000 were rural-farm, 25,000 were rural-nonfarm, and 35,000 were urban.

" -- The highest percentages of low income families by occupation group were in household service (54%), farmers and farm managers (42%) and farm labor, unpaid farm, and foremen (42%).

" -- The highest percentages of low income families by industry group were in agriculture, forestry, and fishing (41%), personal service (23%), and entertainment service (17%).

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[21] U.S. Bureau of the Census, *Detailed Characteristics of Wisconsin, Op. Cit.*, pp. 51-188.

[22] Wisconsin State Employment Service. *Low Income in Wisconsin: An Analysis of 1960 Census Data by County* (Madison: Industrial Commission Research and Statistics, May 1964), p. 2.

" -- 31 percent of all the state families lived in the Milwaukee Metropolitan Statistical Area but 17 percent of the state low income families were in this area.

" -- The highest numbers of low income families were in rural areas, and the highest percentages of low income families were in rural areas.

" -- 18 counties, mostly urban, had large numbers of low income families. Milwaukee County alone had 15 percent of the low income families.

" -- 40 counties, all rural, had high percentages of low income families. 7 counties each had 40 percent or more low income families."

The 1960 Census source data[23] by county for the above are presented in Table III and, as adapted for the purposes here, on Map 1.

TABLE III

WISCONSIN FAMILIES WITH INCOME UNDER $3,000
BY COUNTY

County	All Families	Number Under $3,000	% of All Families
Total - State	986,595	171,743	17.4
Adams	2,018	889	44.0
Ashland	4,291	1,177	27.4
Barron	8,720	2,852	32.7
Bayfield	3,068	1,166	38.0
Brown	29,151	3,659	12.6
Buffalo	3,544	1,256	35.4
Burnett	2,466	1,189	48.2
Calumet	5,321	1,027	19.3
Chippewa	10,455	2,591	24.8
Clark	7,604	3,025	39.8
Columbia	9,399	2,266	24.1
Crawford	3,919	1,448	36.9
Dane	52,438	6,736	12.8
Dodge	15,670	3,145	20.1
Door	5,419	1,534	28.3
Douglas	11,272	2,292	20.3

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[23] Wisconsin State Employment Service, *Ibid.*, pp. 19-21.

County	All Families	Number Under $3,000	% of All Families
Dunn	6,476	2,274	35.1
Eau Claire	14,648	2,505	17.1
Florence	846	254	30.0
Fond du Lac	18,424	3,337	18.1
Forest	1,882	640	34.0
Grant	10,575	3,539	33.5
Green	6,575	1,564	23.8
Green Lake	4,141	986	23.8
Iowa	4,673	1,681	36.0
Iron	2,147	500	23.3
Jackson	3,901	1,640	42.0
Jefferson	12,788	2,532	19.8
Juneau	4,465	1,459	32.7
Kenosha	25,750	2,654	10.3
Kewaunee	4,429	1,127	25.4
La Crosse	17,698	2,964	16.7
LaFayette	4,422	1,390	31.4
Langlade	4,830	1,478	30.6
Lincoln	5,730	1,409	24.6
Manitowoc	18,692	2,553	13.6
Marathon	21,736	4,348	20.0
Marinette	8,781	2,414	27.5
Marquette	2,285	862	37.7
Menominee		(Not in 1960 Census)	
Milwaukee	264,864	25,827	9.8
Monroe	7,318	2,015	27.5
Oconto	6,229	2,135	34.3
Oneida	5,431	1,215	22.4
Outagamie	24,152	3,128	13.0
Ozaukee	9,475	838	8.8
Pepin	1,803	624	34.6
Pierce	5,397	1,473	27.3
Polk	6,405	2,143	33.4
Portage	8,833	2,177	24.6
Price	3,688	1,341	36.4
Racine	35,482	3,807	10.7
Richland	4,336	1,627	37.5
Rock	28,902	4,045	14.0
Rusk	3,647	1,301	35.7
St. Croix	7,098	1,828	25.8
Sauk	9,408	2,762	29.4
Sawyer	2,453	1,050	42.8
Shawano	8,402	2,863	34.1
Sheboygan	22,837	3,310	14.5

County	All Families	Number Under $3,000	% of All Families
Taylor	4,106	1,732	42.2
Trempeleau	5,935	2,021	34.0
Vernon	6,584	2,772	42.1
Vilas	2,568	849	33.1
Walworth	13,276	2,555	19.2
Washburn	2,692	1,036	38.5
Washington	11,337	1,509	13.3
Waukesha	3,902	3,398	8.7
Waupaca	9,125	2,619	28.7
Waushara	3,634	1,461	40.2
Winnebago	27,116	3,617	13.3
Wood	14,390	2,303	16.0

The highest proportions of Wisconsin families with an income under $3,000 in 1960 were families living in western and northeastern Wisconsin. Forty counties, all of them rural counties, had one-fourth or more of their families with incomes of less than $3,000. They represented 20.2 per cent of the families in the state and 39.0 per cent of the families with incomes under $3,000. These counties, with the proportion of their families with incomes under $3,000 are:

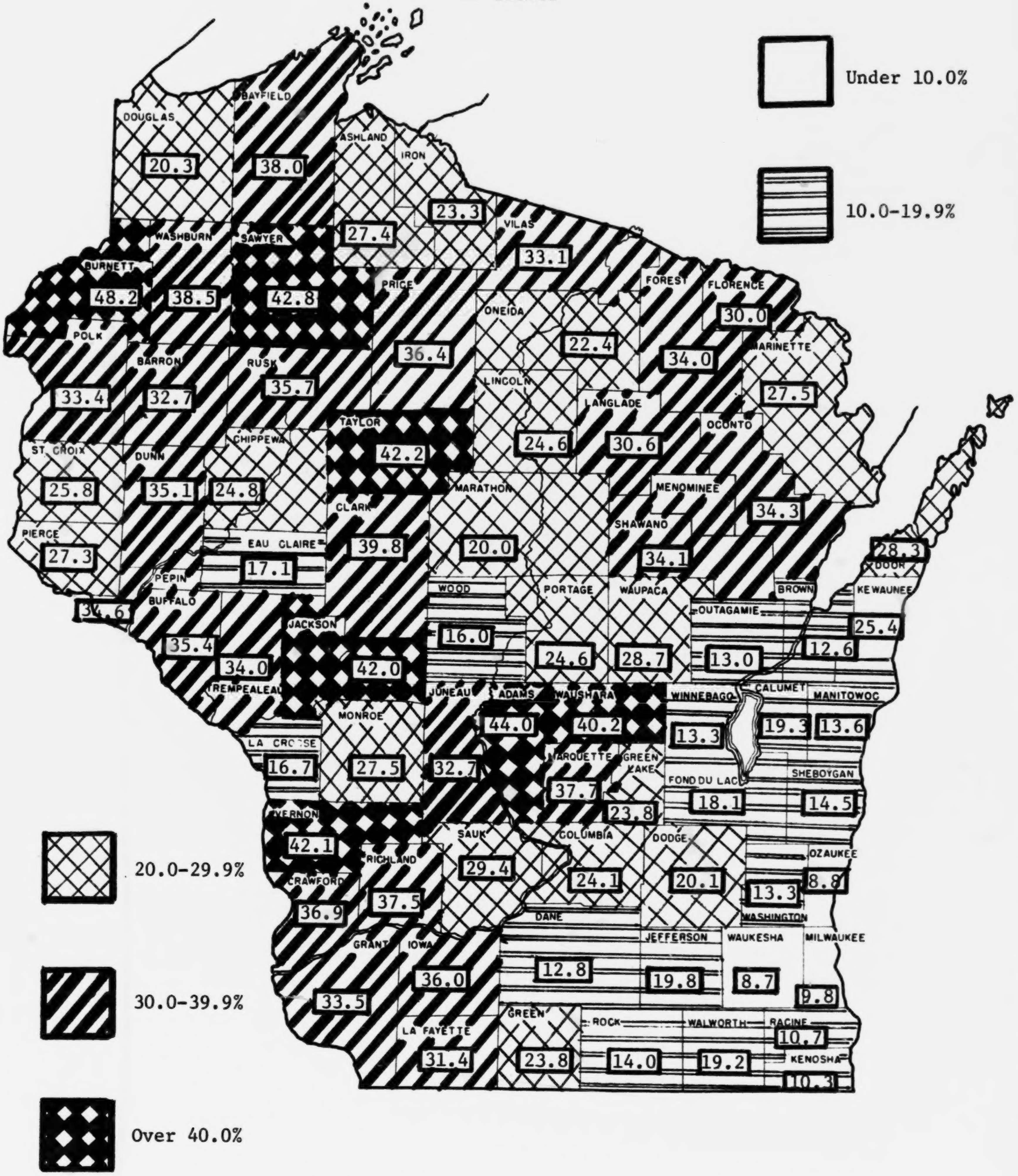
Burnett (48.2%), Adams (44.0%), Sawyer (42.8%), Taylor (42.2%), Vernon (42.1%), Jackson (42.0%), Waushara (40.2%), Clark (39.8%), Washburn (38.5%), Bayfield (38.0%), Marquette (37.7%), Richland (37.5%), Crawford (36.9%), Price (36.4%), Iowa (36.0%), Rusk (35.7%), Buffalo (35.4%), Dunn (35.1%), Pepin (34.6%), Grant (33.5%), Shawano (34.1%), Oconto (34.3%), Forest (34.0%), Trempeleau (34.0%), Polk (33.4%), Vilas (33.1%), Barron (32.7%), Juneau (32.7%), La Fayette (31.4%), Langlade (30.6%), Florence (30.0%), Sauk (29.4%), Waupaca (28.7%), Door (28.3%), Marinette (27.5%), Monroe (27.5%), Ashland (27.4%), Pierce (27.3%), St. Croix (25.8%), and Kewaunee (25.4%).

Wisconsin, with 17.4 per cent of its families with incomes under $3,000 in 1960 was below the United States percentage of 21.4 per cent and below its neighboring states of Iowa (25.3%) and Minnesota (21.4%). Illinois had a lower percentage (15.0%).

There were more Wisconsin rural families with incomes under $3,000 than there were Wisconsin urban families with an income this low. Of the families with incomes of under $3,000, 57.3 per cent were rural families and 42.7 per cent were urban (28.4% were rural nonfarm and 28.9% were rural farm). Of the urban families, 11.5 per cent had incomes under $3,000 as compared with 28.3 per cent of the rural families (22.4% of the rural nonfarm and 38.4% of the rural farm families). It appears, therefore, that the rural group in Wisconsin represents a very important group in any considerations for solving the problems of the disadvantaged in the state.

MAP 1

PER CENT OF ALL FAMILIES, INCOME UNDER $3,000 BY COUNTY


Under 10.0%
10.0-19.9%
20.0-29.9%
30.0-39.9%
Over 40.0%
DOUGLAS
20.3
BAYFIELD
38.0
ASHLAND
27.4
IRON
23.3
VILAS
33.1
WASHBURN
38.5
SAWYER
42.8
BURNETT
48.2
POLK
33.4
BARRON
32.7
RUSK
35.7
PRICE
36.4
ONEIDA
22.4
FOREST
34.0
FLORENCE
30.0
MARINETTE
27.5
LINCOLN
24.6
LANGLADE
30.6
OCONTO
34.3
TAYLOR
42.2
ST. CROIX
25.8
DUNN
35.1
CHIPPEWA
24.8
MARATHON
20.0
MENOMINEE
SHAWANO
34.1
CLARK
39.8
PIERCE
27.3
EAU CLAIRE
17.1
PEPIN
34.6
BUFFALO
35.4
DOOR
28.3
KEWAUNEE
25.4
BROWN
12.6
WOOD
16.0
PORTAGE
24.6
WAUPACA
28.7
OUTAGAMIE
13.0
JACKSON
42.0
TREMPEALEAU
34.0
JUNEAU
32.7
ADAMS
44.0
WAUSHARA
40.2
WINNEBAGO
13.3
CALUMET
19.3
MANITOWOC
13.6
LA CROSSE
16.7
MONROE
27.5
MARQUETTE
37.7
GREEN LAKE
23.8
FOND DU LAC
18.1
SHEBOYGAN
14.5
VERNON
42.1
RICHLAND
37.5
SAUK
29.4
COLUMBIA
24.1
DODGE
20.1
OZAUKEE
8.8
WASHINGTON
13.3
CRAWFORD
36.9
GRANT
33.5
IOWA
36.0
DANE
12.8
JEFFERSON
19.8
WAUKESHA
8.7
MILWAUKEE
9.8
LA FAYETTE
31.4
GREEN
23.8
ROCK
14.0
WALWORTH
19.2
RACINE
10.7
KENOSHA
10.3

Wisconsin's Rural Poor

According to Bird[24], the changed character of the rural resident has significantly altered the problems of rural areas. Today rural people are no longer predominately farmers. Only one-fourth of all rural families in the United States are farm residents. The 1960 census reveals that only one-fifth of the rural labor force were engaged in agriculture. Blue collar workers have replaced farmers as the largest rural occupational group.

Marshall[25] points out that Dane County reflects these national changes. Between 1950 and 1960 it had an 18.6 per cent drop in its rural farm population while its rural nonfarm population increased by 12.9 per cent. Those engaged in agriculture between 1950 and 1960 decreased from 12.8 per cent to 7.4 per cent of the rural population.

The rural families studied by O'Reilly[26] reflected this shift from farming to blue collar employment. In his study, 70 per cent of employed heads of households were found to be employed in a city, town, or village, usually in blue collar jobs, and only 16 per cent worked in farming and directly related operations. Dane County's low income families, according to O'Reilly, are not concentrated in pockets of poverty like the poor in Appalachia and some other parts of the country. Dispersal reduces their salience, makes communication between them difficult, and creates problems for programs that attempt to involve them in community action to combat poverty.

The controversial "Hunger, U.S.A." report[27] identified counties in the United States where there were critical problems of poverty and malnutrition. They used, as criteria, the percentage of families in poverty, the postneonatal mortality rate, and the rate of participation in food assistance programs.

The following counties in Wisconsin were listed with a "Serious Hunger Problem": Sawyer, Bayfield, Vilas, Forest, Florence, Langlade, Shawano, Menominee, Crawford, Juneau, Iowa, and Green Lake.

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[24] Alan R. Bird. *Poverty in Rural Areas* (Washington: U.S. Department of Agriculture, Agricultural Economics Report No. 63, 1964), pp. 10-32.

[25] D. G. Marshall, J. Serie, and E. Titus. *Wisconsin County and Area Data, 1950-1960* (Madison: University of Wisconsin Department of Rural Sociology, 1964).

[26] Charles O'Reilly, *Op. Cit.*

[27] *Hunger, U.S.A.* A Report by the Citizens Board of Inquiry into Hunger and Malnutrition in the United States (Washington: New Community Press, 1968), p. 35 and p. 96.

According to their classification, the highest percentage of poor was in Burnett County (Northwest Wisconsin) where 48.2 per cent of the families are in poverty. Burnett County's population is 8.5 per cent Indian. The lowest is in prosperous Ozaukee County (north of Milwaukee) where 8.8 per cent of the families are poor. Forest County, with 34 per cent of its families classified as poor and 11 per cent of its population being Indian, had a postneonatal mortality rate for Indians five times as high as whites living in the same county.

Wisconsin's Urban Poor

Unfortunately, detailed information about the urban poor for the entire state of Wisconsin is quite lacking, especially studies since the 1960 census. There are studies of specific geographic areas such as Madison, and parts of Milwaukee; these are useful to give an insight into the nature of the urban poor, but, as for governmental planning, specific information is very limited.

The School of Social Work of the University of Wisconsin, Madison, conducted a study on poverty in Madison.[28] For much of their factual information, they depended on the 1960 census and a special census conducted in 1964. Their report of 51,934 white and 511 nonwhite families living in the Madison Standard Metropolitan Statistical Area provides some vivid contrasts between the economic situation of the white and nonwhite families (Table IV). While 6.9 per cent of the white families in the area lived in destitution (i.e., had incomes under $2,000), more than twice the proportion (17.4%) of the nonwhite families could be classified as destitute. Another 5.8 per cent of the white families and 8.9 per cent of the nonwhite families fell within the poverty range--an income of less than $3,000 per year--making 12.7 per cent of the white families and 26.3 per cent of the nonwhite families in the poverty range. Thus 13 of every 100 families had incomes within the poverty range.

TABLE IV

FAMILY INCOME, MADISON SMSA, 1960

Income Level	White %	Nonwhite %	All %
Under $1,000	2.5	7.9	2.6
$1,000 to $1,999	4.4	9.5	4.4
$2,000 to $2,999	5.8	8.9	5.9
$3,000 to $3,999	7.9	12.1	7.9
$4,000 to $5,999	22.9	28.2	22.9
$6,000 to $9,999	37.8	23.8	37.7
$10,000+	18.7	9.5	18.6
TOTAL	100.0	99.9	100.0

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[28] *Facts About Poverty in Madison* (Madison: University of Wisconsin School of Social Work, 1965), p. 3.

In contrast, O'Reilly[29] reports that 8.8 per cent of the white and 26.1 per cent of the nonwhite families in the Milwaukee SMSA, in 1960, had incomes of less than $3,000. He states that, "In 1950, 77 per cent of Wisconsin's Negroes lived in Milwaukee, the state's largest city. By 1960, the number of Negroes in the state increased to 74,511 and 83.4% of them were residents of Milwaukee. Ranking 11th in population among the cities of the Nation in 1960, with 8.4% of its population Negro, Milwaukee was 19th among the 25 largest cities in its percentage of Negroes. The tripling of its Negro population in the 1950's confronted Milwaukee with major challenges in the areas of housing, education and employment."

He predicts that by 1970 nonwhites would make up between 120,000 and 130,000 of the total population of the city of around 800,000 people, or close to 16 per cent. This would almost double their percentage of 1960.

In writing about some of the aspects of education in the Negro community of Milwaukee, he states, "The typical Negro adult in Milwaukee has attended school for about one and a half years less than the typical white. Although there was less functional illiteracy among younger Negro men than among older Negro men, their rate was appreciably higher than that of white men. In addition, fewer Negroes completed high school and relatively fewer attended college. Then a disproportionately large number of those who went to college failed to graduate. . .

"Many more Negro children than white children lag behind their age peers in school and the dropout rate among Negro youths was substantially higher than that of white youths."

According to *U.S. News and World Report*[30], one person in 10 in the United States is nonwhite as compared with one in 52 for Wisconsin. Milwaukee has one nonwhite for every 11 whites as contrasted with one in four for Chicago.

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[29] Charles T. O'Reilly. *The Inner Core--North: A Study of Milwaukee's Negro Community* (Madison: University of Wisconsin School of Social Work, 1965).

[30] "The Negro Problem at a Glance," *Op. Cit.*, June 10, 1968, pp. 61-63.

STUDIES RELATED TO THE UNDERPRIVILEGED

Aptitudes and Education

There is now clear evidence that education can increase scores on tests of general intelligence. Wheeler[31] studied the effects of an improved educational system on intelligence scores of children in Tennessee and found that the average I.Q. increased from 82 to 92. Lorge[32] showed that students who continued in school ended with I.Q. scores that were significantly higher than those of students who did not continue, despite the fact that the I.Q. scores of the two groups were originally the same. The effect of education on aptitudes other than general intelligence is not clear.

Several studies indicate that GATB scores increase during high school. These are discussed in the "Guide to the Use of the General Aptitude Test Battery."[33] These changes are attributed to maturation[34] and lead to the conclusion that the influence of maturation tends to "level off" at the eleventh or twelfth grade.

Under the heading of "training," the Guide cites two studies that were done with college students. Senior[35] concluded that the only significant increase produced by education was in the case of numerical aptitude. Metzner[36] limited her study to verbal and numerical aptitudes. She found that college training influenced the numerical computation performance but not the numerical reasoning. College training did not significantly influence scores on the verbal aptitude test. These studies agreed that the numerical aptitude scores will improve with college training.

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[31] L. Wheeler. "A Comparative Study of the Intelligence of East Tennessee Mountain Children," *Journal of Educational Psychology*, 1942, Vol. 33, pp. 321-334.

[32] I. Lorge. "Schooling Makes a Difference," *Teachers College Record*, 1945, Vol. 46, pp. 483-492.

[33] *Guide to the Use of the General Aptitude Test Battery. Section III: Development* (Washington: U.S. Government Printing Office, 1958).

[34] Beatrice J. Dvorak. "The General Aptitude Test Battery," *Personnel and Guidance Journal*, 1956, Vol. 35, pp. 145-152.

[35] N. Senior. "An Analysis of the Effect of Four Years of College Training on General Aptitude Test Battery," Unpublished Master's Thesis, University of Utah, 1952.

[36] N. Metzner. "The Influence of Training on Verbal and Numerical Aptitudes," Unpublished Doctoral Dissertation, George Washington University, 1952.

Deutsch and Brown[37] used the Lorge-Thorndike test of intelligence. They found that I.Q. is related to race, social economic status, family stability (presence or absence of father in the home) and whether the child had formal preschool learning experiences in a day care center or nursery. They state: ". . . for males, females, and the combined group, the I.Q.'s of children with fathers in the home are always higher than those who have no father in the home." The findings about the father's influence are particularly relevant since the incidence of a family being headed only by a woman occurs for 40 per cent of the children among the 10.7 million children considered as poor.[38]

According to O'Reilly[39], "Among Milwaukee County's non-white families with children under 18, 21.6 per cent were not headed by a married couple. The same was true of only 5.4 per cent of all families in the County. Most of the broken families were headed by a woman."

The O'Reilly et al[40] study of male minor offenders in jail, found that the Negroes scored lower than the whites on general intelligence. This agrees with previous studies, but the most significant finding was that the Negro was twice as handicapped in the area of numerical aptitude as he was in the area of verbal aptitude. "The Negro also scored significantly lower than the white in sensory motor areas. The one exception was motor coordination, where Negro and white inmates showed equally poor performances. Both groups were over one standard deviation below the national norms. Hence, the stereotyped conception of the Negro as being handicapped in verbal areas, but adequate or better in perceptual motor areas, is not justified by the facts. The area where the Negro seems to be most handicapped is in the area of form perception."

In the O'Reilly et al[41] study, only 33 per cent of the Negroes lived with both parents until the age of eight, as compared to 64 per cent of the whites. That study contends that "The Negro boy's lack of a male model, and a generally unstimulating environment, have lasting consequences not only in terms of personality, but also in aptitude development. And the aptitudes that seem to be most directly affected are those that are most relevant to skilled or semi-skilled occupations."

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[37] M. Deutsch and B. Brown. "Social Influence in Negro-White Intelligence Differences," *Journal of Social Issues*, 1964, Vol. 20, p. 29.

[38] "Poverty--Fading Problem in U.S.," *Op. Cit.*

[39] O'Reilly, "The Inner Core--North," *Op. Cit.*, p. 19.

[40] Charles O'Reilly, Frances Cizon, John Flanagan, Steven Pflanczer. *Men in Jail - A Study of the Sentenced Minor Offender* (Madison, N. J.: Florham Park Press, Inc., 1968), p. 75.

[41] O'Reilly, *Ibid.*

The study comes to the conclusion that trade school training, as currently practiced, seems to increase the skills of those who have already developed some skills, but does little or nothing for those who have not yet developed the more basic sensory motor skills. Therefore, conventional trade school training does not emerge as the panacea for the vocational problems of the adults of the ghetto.

Keppel[42] agrees that vocational training needs changes and new programs. He states, "In the past, vocational education, for all its old second-class status, has largely served the relatively more prosperous in the society rather than the poorest, the more able rather than the least equipped, the more privileged rather than the deprived and disadvantaged. . .

"Vocational education has also been saddled by discrimination because of race, just as the labor market itself has so long been saddled. But now we are beginning to see that the old ways won't do and won't work. . .

"New concepts of education and new approaches to vocational training are what the order of battle calls for. . . vocational education is now beginning to reach those whom it should have been reaching for generations."

Recent Social Science Research

Recent social science research, most notably the Coleman Report[43] and the report on racial isolation prepared by the Commission on Civil Rights[44], has produced the finding that there is massive inequality in public school educational achievement along social class and racial lines. The Coleman Report indicates that differences between racial and ethnic groups are present at the first grade, and that these differences are not diminished with additional years of schooling. The result is that twelfth-grade Negroes in the urban Northeast read at the ninth-grade level and do mathematics at the seventh-grade level.

Clearly, our schools are failing to equip large numbers of minority group students with the verbal and computational skills necessary to function effectively in American society. Furthermore, Coleman's analysis of the survey data suggests that the traditional remedies proposed by educators--increased expenditures, reduced class size, improved facilities, ability tracking--will make little dent, for these factors evidently exercise almost no independent effect on pupil achievement when family background variables are controlled.

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[42] Francis Keppel. "Vocational Education and Poverty" in *Poverty in America*, Margaret S. Gordon (Ed.) (San Francisco: Chandler Publishing Co., 1965), p. 136.

[43] James S. Coleman, et al. *Equality of Educational Opportunity* (Washington: U.S. Government Printing Office, 1966).

[44] *Racial Isolation in the Public Schools* (Washington: U.S. Government Printing Office, 1967).

For the past 10 years, integration has been considered an important answer to providing equal education. The Coleman Report and the Commission on Civil Rights Report give evidence that minority group students in racially integrated schools achieve somewhat better than students with similar backgrounds in segregated schools. These studies also found a strong effect of social-class integration; lower-class students, regardless of race, achieve significantly better when their fellow students are predominantly middle-class. However, the Coleman Report shows that, even in integrated schools, large differences exist in achievement along racial and social-class lines. Moreover, strong political and social barriers presently retard progress toward widespread integration.

Given the political and social obstacles facing integration, what alternative solutions have been proposed? Large amounts of Federal, state and local money has been poured into one or another form of compensatory education. So far, there is no research evidence that any compensatory program has produced substantial gains in achievement[45]; however, the proponents of compensatory education counter that such problems as higher horizons and more effective schools have not been given sufficient time to succeed. They argue further that the compensatory programs tried to date have not departed radically enough from traditional practice. They feel that until class size is reduced to 10 pupils, for example, and the number of counselors tripled, the concept of compensatory education can hardly be said to have had a fair test.

Another solution that has been recently advanced is community control of the schools. This arrangement would guarantee that those who operate the schools would be accountable to the community. It is argued that community control over schools would counter the feeling of powerlessness that pervades the ghetto.

Some argue that the focus of educational reforms is either too broad or too narrow. It has been argued, for example, that physical integration of students is useless without curriculum approaches that take advantage of the diversity of student background and experience; that reducing class size is of little use unless the teacher is specially trained to take advantage of smaller classes; and that community control will mean little unless a curriculum is devised that will make the child's education relevant to the problems and characteristics of the community.

Some social critics feel that preoccupation with the reorganization of the schools is too narrow a focus and that educational change must be a part of a broader social change.

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[45] "Equal Educational Opportunity," *Harvard Educational Review*, Winter 1968, Vol. 38, No. 1.

Fantini and Weinstein[46] are critical of the bureaucratic nature of our school systems, and the difficulty of introducing reforms. They state, "The present procedure is to add new divisions or departments as new needs emerge. When, for example, the problems of the disadvantaged become both visible and abrasive to the organization, colleges and universities responded by adding courses in culture and poverty, state departments developed compensatory education to handle the special educational needs of the socially deprived or educationally handicapped. . . and the public school systems developed remedial programs. All this has only made the educational system more ponderous, and the results are dysfunctional."

EDUCATIONAL PROGRAMS FOR THE UNDERPRIVILEGED

General Programs

Gladwin[47] discusses the three general types of programs for the disadvantaged; he also stresses that the poor must be taught new and more effective ways of functioning. He mentions that a substantial proportion of poverty funds go into programs designed to increase social and occupational competence and that they have a wide diversity of forms, reflecting the large amount of creative thought which has been devoted to this aspect of the overall task of combating poverty.

Broadly speaking, these programs fall into three general types. First, there are a series of programs concerned with occupational training. Although all of these undertake to teach specific job skills, most of them go well beyond this limited objective in an effort to create more appropriate motivation, self-awareness, and self-confidence, and to train for the complex and often intangible interpersonal skills which are so essential to obtaining and holding a good job. Many of these programs are highly sophisticated and range from formal training facilities, such as Job Corps Centers, to a variety of apprentice and similar on-the-job training programs. All of these take very seriously the admonition of psychologists and social scientists, who have studied poor people, that successful employment means a great deal more than just technical skill in a given job.

The second type of program, aimed at social competence, emphasizes the achievement of formal educational goals. Some are directed almost entirely toward academic achievement. Best known among these is Project Head Start at the preschool level, but there are a number of others, operating mostly within school systems, which are intended both to enhance existing performance at all levels and also to recapture and rehabilitate academic failures. The latter include the well-known high school dropout programs, and a number of programs in the area of adult education.

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[46] Mario Fantini and Gerald Weinstein. *The Disadvantaged: Challenge to Education* (New York: Harper and Row, 1968), p. 190.

[47] Thomas Gladwin. *Poverty U.S.A.* (Boston: Little, Brown & Co., 1967).

A third rather specialized type of program trains and utilizes people, who are themselves poor, to work in subprofessional roles with other poor people in urban ghettos. These so-called indigenous workers are expected to make a contribution to achievement of the objectives of the agencies which hire them, but they are expected also to be able to capitalize upon their experience for their own self-improvement.

The Office of Economic Opportunity (OEO) has had sizable programs. Arnold [48] states that, "It is a matter of record that more than 2,000,000 preschoolers have been through Head Start instruction; 1,000,000 have participated in Neighborhood Youth Corps. Job Corps camps have enrolled 147,000, of whom it is estimated that 73 percent are currently in jobs, military service, or school. . . ." Yet Seligman[49] estimates that the governmental programs warring on poverty have reached no more than about six per cent of the poor.

Some persons, however, are critical of some of the programs for the underprivileged. Robinson[50], for example, states his views as follows:

> "When a child is recognized as backward, disadvantaged, or errant, he has a chance of being placed in a special situation where he will obtain additional attention--at added cost. Students in Head Start, Upward Bound, the Job Corps, and other programs attempting to correct early inequalities are given expensive education. The Job Corps, for example, has been estimated to cost from $10,000 to $16,000 per Corpsman per year, compared with less than $1,000 per pupil in regular public school classes.
>
> "We recognize and pay for individual differences when they are negative or pathological, but not when they are positive or creative. Why should the delinquency-prone potential dropout be more entitled to a $16,000 a year education than the diligent, disciplined, talented youngster who could profit from the individual violin instruction his family cannot afford?
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> "The answer, it appears, is more sentimental than sensible. It has less to do with the potential for improved productivity of the two individuals if both are granted the expensive additional instruction than with the desire to 'compensate' or 'equalize.'"

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[48] Mark R. Arnold. "The Price of a Massive Social Gamble," *The National Observer*, October 14, 1968, Vol. 7, No. 42.

[49] Ben B. Seligman. *Permanent Poverty* (Chicago: Quadrangle Books, Inc., 1968).

[50] Donald W. Robinson. *Phi Delta Kappan*, October 1968, Vol. 1, No. 2, p. 125.

College and University Programs

It would be impossible to review every program, related to the underprivileged, in every college and university. Instead, an attempt is made to report some programs which have attracted some attention. It is interesting to note the wide variation of approaches and ways programs are being developed.

It must be remembered that higher education in the United States has traditionally served an elite minority. In the beginning, when it was all private, its major function was to prepare men for the professions--law,medicine, theology. The Land-Grant College Act of 100 years ago created public higher education on a broad scale and opened the doors to greater numbers of people.

For most students, college is a different world, with its own language, its own standards, its own expectations and pressures. The casualty rate is high. The demands for adjustment and conformity are heavy. Egerton[51] contends that, "For the student with little or no money and a so-so- record from an inferior high school, the odds against survival are high. And if, in addition, the student's skin is black or red, or if his native tongue is Spanish, the high hurdles of higher education are almost insurmountable."

He states that many educators contend that the cumulative effects of race and class discrimination are irredeemable by the time a youngster reaches college age and that colleges should not be expected to make up for the deficiencies of prior education. Therefore, he believes that much of the debate about higher education for "high risk" students centers not on what is to be done, but on whether it should be done at all.

He[52] writes that "The biggest question facing institutions helping high risk students seems to be whether they should be accorded special attention or treated in the same manner as all other students. Some say high risk students have enough problems to overcome without the stigma of identification as a risk, and institutions which subscribe to this point of view make every effort to keep the students' academic and economic handicaps concealed, sometimes even from the students themselves. The opposite argument holds that students who are genuine risks must be given support that is bound to be visible--lighter class loads, special courses, extensive tutoring and the like--or other chances for success will be greatly reduced. The risk students themselves understandably have mixed emotions about the question, expressing at times both resentment and appreciation for either approach."

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[51] John Egerton. "High Risk," *Southern Education Report*, March 1968, Vol. 3, No. 7, p. 4.

[52] John Egerton, *Ibid.*, p. 7.

The trustees of Kalamazoo (Michigan) College are concerned about the "forgotten middle-income student"[53]--the young people from families not poor enough to qualify for most types of assistance nor rich enough to pay the high cost of today's tuition in private colleges. They are attempting to find long-term loans, part-time campus jobs and greater flexibility in administering scholarship funds for these students.

Five years ago, Oberlin[54] set up a Special Educational Opportunities Program (SEOP) Committee composed of faculty members especially interested in racial problems. It was this group which applied for Rockefeller Foundation grants that provide scholarship funds for disadvantaged Oberlin College students and support a summer program for disadvantaged junior-high school students. It is also responsible for student-exchange programs with Fisk, Tougaloo, and Birmingham-Southern.

This fall it launched an integrated Afro-American House in accord with black students' requests. It is an integrated dorm for about 70 women with a library and a full schedule of speakers, films, and social functions.

A couple of years ago, professors from three universities--Washington University in St. Louis, Indiana University, and the University of Wisconsin--discovered that of the 13,000 graduate business students in the country not more than 50 were Negroes.[55] The upshot was the start of a new program to boost the number of Negroes in management programs. The three schools are running it jointly with backing from 25 corporations and the Ford Foundation. Students get $2,500 a year plus $500 each up to two dependents. The training includes counseling, summer preparation if needed, regular graduate courses toward the master's degree, summer business internships, and placement help.

Students at the University of Massachusetts voted to assess all students $3.00 a year and use the proceeds to finance a tutoring project for underprivileged Negro students at the University.[56]

San Jose State College is trying to "gear" its minorities into the educational processes.[57] The Negro students are developing their own black studies courses--in history, music, art, and sociology. They are working in area high schools--under the College Commitment Program--as volunteer counselors. They are collecting used textbooks to lend to minority and other underprivileged students who can't afford them. They are working with school-admissions and student-services officials to facilitate the enrollment of Negroes and Mexican-Americans.

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[53] "The Forgotten Middle Income Student," *Christian Science Monitor*, September 7, 1968.

[54] Lucia Monat. "Oberlin College Plans an Afro-American House," *Christian Science Monitor*, July 1, 1968.

[55] "Business Schools Help Negro Students," *Changing Times*, February 1968.

[56] "Campus that Cares," *Christian Science Monitor*, June 14, 1968.

[57] "San Jose State Works with Minorities," *Christian Science Monitor*, July 10, 1968.

A city-wide fund-raising campaign is being conducted in San Francisco to raise $750,000 to provide grants-in-aid for disadvantaged students.[58] Nine of the 12 new faculty positions at San Francisco State College are to be filled by minority-race teachers. San Francisco State College will be admitting 428 special students who need not meet the normal admission requirements. At least half of these will come from minority backgrounds.

This fall at UCLA, the number of students "specially" admitted under the federally funded Educational Opportunity Program (EOP) has jumped to 1,070--more than double last year's number.[59] Most of these minority youngsters don't meet UCLA's academic admission requirement--a B average or better out of high school. But university officials have singled them out for their intellectual and creative skills, and their campus careers are being financially underwritten on this basis.

In addition to those under EOP's umbrella, UCLA recruited 100 disadvantaged youths for its just beginning "high potential program." These youngsters were "boned up" in mathematics, English, and history to prepare them for regular university curricula. In the area of curriculum, UCLA is developing courses, seminars, and lecture series--all focusing on intergroup relationships. These thrusts have enjoyed some initial successes in history, sociology, and political science. In the research category, UCLA will soon have the birth of an Institute of American Cultures. A professional journal zeroing in on minority problems will be an important outgrowth of this institute.

Miscellaneous Programs

There are many programs to help the disadvantaged that have been started, by individuals, groups, businesses, industries, churches, and community-wide organizations, to give opportunities for employment as well as educational assistance to the disadvantaged. The following are cited not particularly for their excellence but to show the diversity of programs presently in operation.

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[58] "San Francisco Aids Minorities," *Christian Science Monitor*, July 5, 1968.

[59] Curtis J. Sitomer. "UCLA Widens Door to Ghetto Youth in Racial-Balance Move," *Christian Science Monitor*, September 26, 1968.

Rochester, New York, has established a nonprofit Rochester Jobs, Inc. (RJI) agency, an agency supported by a partnership of labor, the clergy, social agencies, and more than 50 major area employers.[60] Here the chronically jobless are "screened in" rather than "screened out" of the employment picture. In the past year, more than 1,400 disadvantaged blacks and Puerto Ricans have been placed in productive jobs.

General Electric presents an excellent example of what large corporations can do in providing jobs and training for the hard core.[61] Similar stories could be told about the efforts of Lockheed, Eastman Kodak, Xerox, Equitable Life Assurance, Chase Manhattan Bank, General Dynamics, and many other corporations.

Under the National Alliance of Businessman's (NAB) program, GE has set itself a target this year of taking onto the full-time payroll at least 2,000 hard-core unemployed or underemployed. This is equivalent to about two per cent of the 100,000 employees the company has working in the 50 large cities embraced by the NAB program. GE is hiring some of the unqualified and trying to make them qualified.

Lockheed Aircraft Corporation, with financial support from the federal government, hired 209 chronically unemployed school dropouts, two-thirds of them with arrest records.[62] The program was considered 90 per cent successful. The training programs prepared the trainees for specific positions; as much as 50 per cent of the training time was spent in solving trainees personal problems. Supervisors of training programs were given special instructions on tutoring the unemployables. Some of the training programs involved role playing, allowing the trainees to project themselves into the shoes of their bosses.

Bringing plants to regions of hard-core unemployment is benefitting Puerto Ricans, Mexican-Americans, and Indians, as well as blacks.[63] Fairchild Camera and Instrument Corporation has moved a plant to the Navajo Indian reservation at Shiprock, New Mexico. General Dynamics Corporation, in a San Antonio plant employing mostly Mexican-Americans, concentrates on making crates, pallets, and small metal parts to support its F-111 aircraft program.

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[60] Martin Skala. "Agencies Mesh Gears for Rochester, N. Y., Jobless," *Christian Science Monitor*, July 23, 1968.

[61] David R. Francis. "Big Business Bends, New GE Programs Topple Barriers to Hire and Train the Unqualified," *Christian Science Monitor*, July 9, 1968.

[62] Kathleen Neumeyer. "Jobs for Hardcore," *Wisconsin State Journal*, October 2, 1968.

[63] Richard C. Halverson. "Ghetto Plants Offer Hope for Hard-Core Black Unemployed," *Christian Science Monitor*, July 19, 1968.

Cass[64], Education Editor of the *Saturday Review,* comments on the success of the armed forces education programs. Since 1946, the armed forces have been providing basic education for 49,000 men from disadvantaged backgrounds. These men had previously failed to meet the induction standards because of limited educational background or low academic achievement. Their average age was 21. They had completed an average of 10.5 grades in school. More than half were unemployed or were earning less than $60 a week in unskilled jobs.

Ninety-six per cent of these men completed basic training, but even more notable is their success in advanced training--including such fields as communications, medical and dental technology, electrical and mechanical equipment repair, and clerical and administrative work.

Their attrition rate was only slightly higher in their advanced training than for all other men. Their success was achieved not in special courses designed for the disadvantaged but under the same requirements as those established for all other trainees.

Little[65] offers a revealing analysis of the factors which contribute to the success of the program. The training procedures operate on the assumption that every individual has the potential for success. Those who manage the training "develop the perspective that they can teach almost anyone." He also notes that a civilian institution assigned the task to train these men would probably develop a special curriculum for them, "and engender in them the feeling that they were clearly inferior manpower resources." But the armed forces just treats them like everyone else.

Another dimension of the training that Professor Little explores is the "comprehensive institutional setting"--the 24-hour-a-day, residential nature of the experience. He concludes that "the boarding school, which has always been an institution for the affluent, now emerges as an increasingly important supplementary agency for the lower classes."

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[64] James Cass. "The Armed Services as Educator," *Saturday Review,* October 19, 1968.

[65] Roger W. Little. "Analysis of the Success of the Armed Forces Basic Education Programs," *American Journal of Orthopsychiatry,* October 1968.

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POSITION PAPER

FOR INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

The University of Wisconsin

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INTRODUCTION

The University of Wisconsin has always nurtured an interest in making its resources available at critical points of need throughout the State and in response to national concerns.

University Extension at Wisconsin has an enviable record of applying the vast resources of the University in rural and agricultural programs and in new urban thrusts as well. The Milwaukee Campus is related in innumerable ways to the urban crisis manifested in that metropolis as in cities throughout the country. The Center System, flung to every corner of the State, is by its very nature, an effort of the University to be where the need is. The Madison Campus has a long history of service to society and responsiveness to its needs.

Thus, structurally and attitudinally, the University is equipped and ready to be relevant to the new concerns that have the entire academic community searching for new levers to lift the economically, socially, and educationally disadvantaged population segments, of every ethnic and cultural group, to a position of equality of opportunity.

President F. H. Harrington and the Board of Regents have asserted their support and have encouraged the exploration of resources and techniques to get at the problem.

The following presentation shows what is being done and what we perceive to be the next steps for this University.

The issues are complicated, representing an accumulation of deficits over centuries of neglect. But we must begin, and as we move our tools will sharpen, our understanding will deepen, and our successes will match our sustained commitment.

UNIVERSITY CENTER SYSTEM

Current Commitment

Implicit in the very nature of the University Center System is the goal of broadening educational opportunity. In the main, the principal beneficiaries have been high school graduates normally admissible to the University. The Center System has sought also to identify promising students with poor academic records and attempts to help them realize their potential and achieve a University education.

The Center System, by employing a flexible admissions policy and admitting students as "specials," gives them an educational opportunity they might otherwise not have had. Each of the campuses which comprise the System has provided special counseling for these students and, on occasion, special tutoring. Efforts have been made to make available adequate financial assistance through grants-in-aid, scholarships and loans.

In moving from a general policy regarding the "marginal" student to more specific and experimental programs involving the disadvantaged, the Center System last year provided, at the Racine Campus, support and special educational programming for several black students from the Racine-Kenosha area. The program was funded by a grant from the Johnson Foundation of Racine. A somewhat similar program, financed primarily by private gifts, is being conducted this year at the Sheboygan County Campus. Center System campuses have also participated in student exchanges with predominately Negro colleges of the South.

This year, the Regents of the University authorized a student service fee for the Center System. A portion of this fee has been designated for the financing of the special needs of the disadvantaged student. In addition, Center System communities have provided student financial aid for most of the campuses.

Professional counseling is available at all of the Center System campuses and special tutoring, by both faculty and students, will increasingly be employed as disadvantaged students are brought into programs. The curriculum is being analyzed with the view of introducing new types of courses, some of which might be tailored for the disadvantaged student. There is also the possibility that Center System campuses, while continuing to operate as basically transfer-type institutions, may be authorized to offer a special curriculum leading to the associate degree. (Associate in Arts and Associate in Science certificates, symbolizing successful completion of one-half of the credits required for the baccalaureate degree, are currently available through the Center System as they are through the Madison Campus.)

Because of the relatively small number of disadvantaged students thus far involved and because of the newness of the programs, it is somewhat premature to report on output or student success. A measure of the Center System interest in exerting efforts on behalf of the education of the disadvantaged is indicated by the initiation of a student service fee to help provide necessary financial resources. In addition, each of the eleven campuses which last year comprised the Center System were directed to form ad hoc committees to study the problem of expanding educational opportunities. Reports of these committees have been received and, while they were primarily concerned with the marginal student, there is a good deal of overlapping into the problems of the underprivileged.

New Programs and Changes for 1968-69 and 1969-71; Long-Range Objectives; Past Costs; Current Budget; Requested Budget for 1969-71 Biennium

Exclusive of private and regularly funded student financial aid, the Center System will have available in the current fiscal year some $64,000 for special services for students. This is the amount allocated from the anticipated income of approximately $108,000 to be derived from the newly instituted student services fee. Of the $64,000, a portion will be used for special student services and for the employment of additional professional student services personnel. It is expected, however, that approximately $20,000 will be specifically employed in developing programs for the disadvantaged.

Practically all previous expenditures related to this purpose have come in the form of student financial aid. While this aid is basically predicated upon individual financial need, little special effort was made to identify and program for disadvantaged groups. Faculty planning, tutoring and counseling was, for the most part, voluntary and without financial compensation. Flexibility in administration of admissions standards, special counseling and tutorial instruction have quite broadly affected the so-called marginal student in the Center System, regardless of whether the student came from what might be termed an underprivileged or disadvantaged group.

Requested budget for work with what the Center System has termed "under-achievers" totals $40,000 for each year of the 1969-71 biennium. In addition, the Center System will continue to apply student financial aid resources.

The general goal of the Center System in working with disadvantaged groups is to do all within its human, physical, and financial ability to provide either two complete years of higher education or special counseling and educational programming which might serve to at least begin to uncover and nurture human potential and latent abilities. Specific objectives remain to be developed and will vary somewhat from campus to campus as each Center System unit attempts to accommodate local needs to campus resources.

UNIVERSITY EXTENSION

Current Commitment

University Extension is the educational and service outreach arm of the University of Wisconsin. Historically, Extension credit and non-credit classes have been available to all citizens of Wisconsin. Within recent years, Extension has been making substantial commitments in specialized programs to meet the educational needs of the rural and urban poor, white and black, Indian, and Spanish-speaking people.

University Extension has committed faculty involvement in more than 100 current programs designed to meet those special needs of Wisconsin's disadvantaged. Illustratively, the High School Equivalency Programs (HEP) is a full year residential program for seasonal agricultural workers between the ages of 17-22 years who wish to graduate from high school or its equivalency. Current HEP successes include not only students who passed their High School Equivalency but students who have gone on to college. Other students on completion of this program have entered vocational skills training programs while others have joined local and national poverty programs.

University Extension's High School Equivalency Program is currently used as a model for other similar programs nationally.

A second illustration of University Extension commitment to the needs of the disadvantaged is the multipurpose training programs successfully conducted through the Center for Community Leadership Development. Special attention can be drawn to National Rural Pre-Service Training which is being implemented through Office of Economic Opportunity funds.

Rural pre-service training has involved rural area persons in providing effective leadership in the development of community action programs. Low income people are discovering the operation of federal funding agencies, the services offered by federal and state agencies and rural governmental bodies. Indigenous minority group members, Negroes and migrants, as well as rural whites, are returning to their communities on completion of the University Extension training, having found that meaningful contributions can, in fact, be made to their communities' life.

In Milwaukee, numerous Extension programs are being conducted to meet the unique needs of the urban minorities. Consultation, demonstration and direct involvement in specific educational areas are but three methods employed to serve the residents. University of the Streets, an operative program under the auspices of the Northcott Neighborhood House, received major planning and start-up assistance through University Extension.

The Central City Teacher-Community Project, another program, has served to better communication lines between inner city teachers and central city residents. Through this program, University Extension, over a three-year period, has successfully demonstrated a technique to sensitize teachers to community needs.

In line with Extension's policy in demonstration projects, local officials are assuming full responsibility for the ongoing conduct of this program.

A variety of other programs exemplify University Extension's commitment to the poor in the Milwaukee area. These range from communication skills workshops to programs related to "Consumer Problems" to programs for preparing disadvantaged persons to take advantage of opportunities for meaningful employment. Extension has reached more than 3,000 disadvantaged homes through such efforts in Milwaukee.

New Programs and Changes for 1968-69 and 1969-71; Long-Range Objectives; Past Costs; Current Budget; Requested Budget for 1969-71 Biennium

Changes anticipated by Extension in making situations and programs more appropriate to the underprivileged include the following:

1. Student Financial Aids: For the 1969-71 biennium, University Extension has requested funds to allow partial or full remission of tuition to a limited number of students throughout the state. Grants would be made for students in independent study, special classes and degree credit work. Recipients would be mostly part-time students from low income urban and rural groups; for example, inmates of state correctional institutions or high school dropouts who seek high school equivalency through independent study courses.

2. Guidance and Counseling: Strengthened programs of guidance and counseling are contemplated for Extension's High School Equivalency Program (HEP) and New Careers Program, both of which are aimed at disadvantaged groups. The existing study counseling service available through independent study will be helped to relate more directly to the disadvantaged student who plans to take correspondence courses.

3. Tutoring: Tutoring, often by sub-professionals, will continue to be part of such Extension programs as HEP, Church Center Reading Program, Central City Teacher-Community Project and Community Resources Education Activity Center, and compensatory education programs.

4. Course Structure, Course Requirements, etc.: A Task Force on Social Welfare Programs, with interdisciplinary representation across divisional and departmental lines, will have as a prime concern the development and monitoring of programs for the disadvantaged and for persons working with the disadvantaged.

5. Admissions: Courses of independent study are offered on a deferred credit basis to qualified students who do not have high school diplomas. This makes it possible for disadvantaged students to get a head start on University-level work while at the same time preparing for high school equivalency examinations.

6. Class-Size: Supplemental programs involving tutoring are designed to provide special attention for disadvantaged students where necessary and appropriate.

7. Faculty Involvement in Programs: The development of programs related to society's problems is a continuing concern of University Extension faculty responsibility. The newly organized Task Force on Social Welfare Programs assures balanced, interdisciplinary planning and evaluation.

8. Research on the Underprivileged: Applied research related to society's problems is a continuing concern of University Extension faculty members. At the Center for Consumer Affairs, for example, studies of garnishment policies were used to help both employers and welfare agencies change policies for the benefit of low income persons. Another interview-study of housing desires of low income families was used to give direction to housing programming by community leaders.

9. Output, i.e., Student Success: Some of Extension's involvement with the disadvantaged is indirect (training teachers, welfare workers, prison guards, etc.) where results, as determined by effects on the disadvantaged, are difficult to measure. Among programs entailing direct involvement with the disadvantaged is HEP. Among recent HEP graduates (students who passed the high school equivalency examination) are 15 students who established poverty programs of their own after being funded by OEO to work with relocated migrant families in establishing a community base in Madison.

A document of completely current Extension programs for increasing human potential through educational change is available upon request. Following is a list of some of the more significant programs in this category:

. . High School Equivalency Program for migrant workers between the ages of 17 and 22 who have not been graduated from high school.

. . Adult Basic Education Program for migrants in basic literacy, consumer education, citizenship, and legal rights.

. . Youth Board University of the Streets designed for high school dropouts in Milwaukee.

. . Compensatory Education Programs including College Prep, Summer Prep, and Developmental Project of 40 Central City Young Women.

. . Central City Teacher-Community Program that endeavors to improve communication lines between inner city teachers and the inner city community.

. . Head Start Supplementary Training Program that provides Head Start staff members with a more adequate educational background.

. . English Project for Head Start Mothers.

. . Inner Core Small Business Management Program offering programs to improve management skills of core businessmen.

. . Project OFF that assists welfare recipients prepare for employment.

The total program of University Extension during the 1969-71 biennium will have two major emphases: (1) combating poverty and prejudice and (2) expanding statewide educational opportunities.

To combat poverty and prejudice, Extension plans to introduce programs of the following types:

1. Community Problem-Solving Programs: Social, economic and cultural Problem-Solving Programs for low income and disadvantaged will be implemented.
2. Programs to Improve Race Relations: University resources will be utilized in projects designed to confront and reduce racial prejudice.

In expanding statewide educational opportunities, Extension will concentrate on strengthening Extension's resources on the campuses and on improving the quality and utilization of educational media.

A major concern of University Extension in the years during and following the 1969-71 biennium will be to provide educational services that will have substantial impact on the human growth potential of Wisconsin's people.

In the area of social welfare programs, educational efforts will be directed toward Negroes, American Indians, Spanish Americans, and the rural poor. Problem-solving programs aimed at these groups will take three major forms:

1. Expansion of educational opportunity, particularly through off-campus compensatory education programs.

   This program will recognize the student from the inner core of Milwaukee as a beginning target area, who is willing to spend as much time as he needs to in order to prepare for the next stage of formal education. He may be a high school graduate who is deficient in some way or one seeking high school equivalency. And he may be directed to any one of several types of institutions for further study when he is ready. This will be a flexible program easily adjusted to individual needs and aspirations. The assumption is that the human losses that result from the lack of such an outreach warrant an effort aimed at 100-150 students on open-ended schedules.

   Instruction will be programmed to meet the demand, but the expectation is that most of the effort will be spent on the basic tools of mathematics and the communication skills.

2. The improvement of economic opportunity both through education of the disadvantaged in their responsibilities as employees or self-employed persons.

3. Improvement of the attitudes toward the disadvantaged of the dominant and economically well-off majority.

For the 1969-71 biennium, University Extension is requesting $1,022,680 in funds to finance new programs or improvements in present programs in social welfare and compensatory education. This figure reflects a cut of $1,353,160 over an original request presented to the Board of Regents.

During the 1968-69 budget year, an estimated $1,856,245 is being spent to finance programs for the disadvantaged. Of this, approximately $1,172,396 is being supported by state and Federal Extension Service funds.

THE MADISON CAMPUS

Current Commitment

The Madison Campus of the University assists many students who are economically disadvantaged. It has always enjoyed a reputation for equal opportunity once the barriers of admission standards have been surmounted successfully. However, current programs designed to assist students who would require additional support and services to obtain degrees are still at minimal operating levels. While many Madison campus students, from all backgrounds, will benefit from the development of remedial courses in reading, writing, mathematics, and language training, such courses are absolutely essential accompaniments to admission and financial aid programs for disadvantaged students.

1. The major substantial program development has been the Special Scholarship Program, directed by Mrs. Ruth Doyle. Under this program, students are admitted who would not, under ordinary procedures, be admissible, but who display other criteria for judging them capable of college work. The students are given almost complete financial assistance and extensive tutoring, and are placed in a five (instead of four) year program which permits them to take fewer class hours each semester. Results have been extremely encouraging. Special scholarship students, on the average, have better freshman records than the regularly admissible freshmen. The first group, admitted September 1966, consisted of 24 students, of whom 20 returned for the sophomore year. They were joined last year by 61 students. This year, 104 students were admitted. This number reflects the concern of the faculty Special Scholarship Advisory Committee, which advocated that the program admit more than the 60 or so students contemplated for 1968-69 if the Madison Campus were to make a serious effort to help underprivileged students succeed in college.

The program, now numbering over 170 students in three classes, continues to run on a shoestring. Undergraduates continue to volunteer tutoring time, and tutor-supervisors, while salaried, are virtually volunteers considering the amount of time they devote to the program. The Madison student body has contributed a significant amount of this year's budget. Other monies have been found through federal funds available to the financial aids office, special gift funds, and a few private contributions. These sources cannot be relied on to provide financing in the future. A very small fraction of state funds is included in this year's budget.

The program primarily has served Negro students in the past but has always been integrated. The directors are attempting to expand the number of disadvantaged white, Spanish American, and Indian participants. In the review of college programs for disadvantaged students conducted by a Ford Foundation specialist, the Special Scholarship Program was considered one of the three best such programs in the country.

The program has a good record of innovating to respond to perceived needs. A two-week summer institute for incoming freshmen, in reading and study skills, was introduced this year for the first time. Student representation on the Advisory Committee this year should insure student feedback into the program.

Financial uncertainty for the ongoing program and its expansion is a grave problem. Since the program has not been able to rely on a specific funding level throughout its three years of operation, it has been unable to inform students of their acceptance in the program in a way that would permit students to plan their college careers.

2. The School of Business is participating in a four-university program to recruit Negro students into the graduate Business program. Last year, seven students participated in the program at Wisconsin; this year, 12 are in attendance. Financial aid is provided for the students (raised completely from corporate sources), and admission standards are lowered slightly. Summer internships provide valuable practical experience. This small program, financed privately, is in its second year.

3. Under a grant from the Danforth Foundation, 12 Negro graduate students have been admitted in 1968-69 into 12 graduate departments with complete fellowship assistance. Departments have pledged to attempt to provide special guidance for the students. Students selected for the most part were undergraduates at predominantly Negro institutions. A second group of students will be selected this year; this grant will expire when the

second group has completed its second year. Faculty Administrator and Chairman of the Faculty Advisory Committee to the Danforth Fellowship Program is Stanley Katz.

4. For a number of summers, John Antes of the School of Education has found funds in nooks and crannies to bring Negro, Indian, and white youngsters at the junior high school level to the campus for a program stressing human relationships and development of self-image.

5. Under the University's cooperative program with Texas Southern College and North Carolina Agricultural and Technical College, the Madison Campus has played host to many students from these schools on a one-year exchange student basis. This is a federally funded program.

6. The Department of Educational Administration, in the School of Education, is currently administering a federally financed program to train potential administrators of inner city schools.

   The School of Social Work, the School of Education, and other campus units regularly work with disadvantaged groups through their regular instructional and field programs.

   There is a great deal of ferment on the campus revolving around developing programs to increase minority group enrollment in departments and programs. These will be commented on below.

New Programs and Changes for 1968-69 and 1969-71; Long-Range Objectives; Past Costs; Current Budget; Requested Budget for 1969-71 Biennium

1. Student Financial Aids: The Financial Aid Office committed $375,000 from a variety of available sources for the Special Scholarship Program this year. Its policy is to help meet the needs of students admitted to the University and thus many more poor students are actually assisted than those admitted through the Special Scholarship Program. Since considerable portions of the Special Scholarship Program budget have come in the past from sources which cannot support the program on a continual basis, a financial crisis in the program is predictable.

2. Guidance and Counseling: Last spring the Student Counseling Center ran a crash reading course during spring vacation for students in the Special Scholarship Program. During the two weeks before this semester started, the Center ran a program in which study skills and reading skills were taught to the incoming Special Scholarship freshmen. Over 80 students participated. Randy Thrush, Director of the Center, reports that the Center will continue to develop programs directed at

group assistance. The Center is also expanding the number of available personnel, utilizing more half-time positions. The Center has increased its staff from 17 to 50 with little change in budget. The programs run for the Special Scholarship Program were unbudgeted.

3. Tutoring: The Special Scholarship Program has utilized the volunteer services of hundreds of undergraduates and the underpaid services of "tutor-supervisors." If the program continues to grow at the pace considered appropriate on the Madison Campus, we will have to develop ways of continuing to obtain volunteer tutors.

4. Course Structure, Course Requirements, etc.: A faculty committee, the Ad Hoc Committee on Studies and Instruction on Race Relations, is currently considering the desirability of developing an "Afro-American" major in some form. It is considering interdisciplinary approaches to study, as well as development of new courses. For the beginning of the school year, the Committee compiled an inventory of courses related to Afro-American study, and recommended the establishment of the Afro-American and Race Relations Center. This Center, now getting underway, will provide information to students on curricular opportunities in the Afro-American and Race Relations area, and will attempt to encourage and develop extra-curricular programs related to these areas. It will encourage continued development of programs in the Afro-American area, such as the Afro-American Arts Conference, held in Madison last spring.

5. Admissions: In the last review of admissions standards, the Admissions Committee declared that high priority should be given to students from disadvantaged backgrounds in the areas where the Admissions Office exercised discretion.

6. Research on the Underprivileged: The Institute for Research on Poverty is dedicated to research on poverty concerns. A committee established by the Chancellor last year is investigating the question of faculty research and community involvement.

7. Output, Student Success: The Special Scholarship Program is highly successful in retaining students. Significant percentages of students are doing better than their regularly admissible counterparts.

8. Other: The Office of Special Assistant to the Chancellor for Equal Opportunity Programs has been established to encourage, plan and initiate programs to increase human potential through educational change.

The Special Scholarship Program has been expanded from a freshman class of about 60 to a freshman group of 104. Accompanying this expansion has been a corresponding increase in tutors and tutor-supervisors, and the hiring of an Associate Director, James Baugh. A two-week learning skills orientation was held on campus.

Programs Requiring State Support

1. An expanded Special Scholarship Program--125 students each year.

2. Satellite Special Scholarship Programs in professional schools which admit freshmen or have freshmen in preliminary education. These include Agriculture, Nursing, Business, Education, Journalism, Engineering. We hope to begin to bring disadvantaged students into freshman programs at all levels of the University.

3. An early admission Graduate School program. Extending the philosophy of the Upward Bound program to graduate study, we propose to admit selected students from junior colleges and other institutions to a three-year program consisting of the last two years of undergraduate school and the first year of graduate school. In this limited program, we would directly confront problems of inadequate undergraduate preparation by providing selected students with the necessary preparation at Wisconsin to undertake graduate study.

4. Broader support of graduate education for students from disadvantaged backgrounds to insure that qualified men and women are not denied graduate education because of income.

5. For men and women who have achieved an M.A. but are stalled in their graduate education, we are attempting to develop a two-year program to give such individuals an opportunity to come to Wisconsin for further graduate work. The program would be designed particularly for people from minority group backgrounds. Financing would be provided in part from teaching funds, in part from research funds, and in part from scholarship aids.

Other Programs

Several schools and departments are currently working on foundation and government proposals to bring disadvantaged students to the campus. Units in which such discussions have taken place are: Medical School, Law School, School of Journalism, School of Education (at least three), and Business. These programs would be additions to the University's total effort.

THE MILWAUKEE CAMPUS

Current Commitment

It has been apparent for some time that there are thousands of young people who possess the native capacity to master college level work and who cannot for social, academic, or financial reasons avail themselves of a university education. The UWM commitment to this segment of the population is evidenced by the following:

1. The recent appointment of a Special Assistant to the Chancellor for Educational Opportunity, who is directly answerable to the Chancellor of UWM, and whose major responsibility is to coordinate and direct programs which will aid the University in providing educational opportunity to those disadvantaged students possessing the ability to profit from such education.

2. Continued support, expansion, and upgrading of the Upward Bound Program for disadvantaged students with college potential.

3. The establishment and support of a program to academically assist 26 former graduates of the Upward Bound Program in the College of Letters and Science.

4. Agreements from deans of schools and colleges to admit a stipulated number of disadvantaged students to their academic units who do not normally meet the University requirements.

New Programs and Changes for 1968-69 and 1969-71; Long-Range Objectives; Past Costs; Current Budget; Requested Budget for 1969-71 Biennium

1. Student Financial Aids: The UWM Financial Aids Office has cooperated with the Experimental Program in Higher Education (EPHE) staff in establishing financial aids packages for the Program's students.

   a. EPHE's financial aids coordinator (part-time employee) acts as a liaison with the University's Financial Aids Office. He is responsible for assisting the student in receiving financial aids, and he assists the Financial Aids Office staff with establishing student financial packages.

   b. In that there were no separate funds available for EPHE students, the Financial Aids Office established packages using the following resources: Knapp Special Grants, Gardner Scholarships, Educational Opportunity Grants, National Defense Student Loans, State Loans and Work-Study.

c. From a total of 72 students, 38 received financial aid as follows:

Knapp Special Fund (private gift)	$12,900.00
State Loan	20,000.00
Work-Study	19,650.00
National Defense Education Act Student Loans	2,900.00
Wisconsin Teachers' Scholarships	1,450.00
Initial Educational Opportunity Grant	2,950.00
Gardner Scholarship	1,000.00
TOTAL AWARD FOR 1968-69	$60,850.00

2. Guidance and Counseling: It is the duty of the advisor to assess the strengths and weaknesses of each student through analysis of all available data, including test scores, high school records, and interviews. It will be his task to correlate the students' work and course load with his past performance and indicated capabilities.

   The student meets with his advisor once a week to discuss his progress and any problems that may arise. When a need is indicated, the student will be referred to a special counselor or to a psychological counselor.

3. Tutoring: The object of the tutoring program is to provide the student with the individual attention that will supplement his academic instruction.

   Volunteer tutors were recruited from UWM and the Milwaukee community, including faculty members, their wives, and students. There were 150 volunteer tutors with the breakdown as follows: faculty-40; faculty wives-15; students-80; general community-15.

   Tutors are assigned to students through the tutoring coordinator after consultation with the student's instructor. The student has the responsibility of contacting the tutor and arranging for a meeting in the coordinator of tutors' office. At this meeting, the student's problems are discussed and a definite time and place is set for the tutoring sessions. The student and the tutor are responsible for keeping the counselor and the coordinator informed of the progress in the tutoring.

4. Program's Curriculum 1968-69: All students who are admitted to the 1968-69 pilot program are limited to nine credits a semester for their first three semesters at the University. In addition, a special reading-study skills course is required of all Program students during their first semester. The course emphasis is on reading for comprehension and systematizing study skills and habits.

The student can select the credit subjects from four courses described below. In addition, he may choose from any other subjects acceptable to his Experimental Program advisor.

a. A course in Communications has been specially designed for Program students. This three-credit course focuses on the distinct backgrounds of blacks, Indians, Latins, and underprivileged whites.

b. The University's Department of History has introduced a course in Negro History. It is an elective, three-credit course covering the African and American history of the black people.

c. A special Anthropology Seminar on the social, economic, and psychological aspects of the contemporary black subculture has been added and Program students may take this three-credit course.

d. An English Composition course has been designed to include literature by and about black subculture. This is also a three-credit elective subject.

5. Admissions 1968-69: Applications for admission to the present program come from two main sources--those applying directly to the program and those applying for regular admission to the University but lacking the proper prerequisites for admission. All data are gathered and referred to the Special Assistant to the Chancellor for his consideration. Applicants accepted to the program are notified of this decision by the Office of Admissions. A more detailed letter is sent from the office of the Special Assistant to the Chancellor.

   Those applicants applying directly to the program and not accepted are notified of this decision and informed of alternatives available to them. In addition to the acceptance letter, each new candidate receives a placement test notice from the Office of Admissions. Upon completion of the placement testing, new students meet with Experimental Program advisors to plan their academic schedules. Following advising procedures, Experimental Program students are processed as any other student in the University.

6. Faculty Involvement 1968-69: The UWM faculty has been involved in the Experimental Program in Higher Education in three ways:

a. A selected group of interested faculty was requested to participate in the orientation program with the expectation that their involvement would sensitize them and their colleagues to the needs of disadvantaged college students.

b. Select faculty members were requested to act as tutors for students in the Program.

   c. Individual faculty members have offered informal advice and concrete suggestions to aid in the development of the Experimental Program in Higher Education.

7. Research on the Underprivileged: Evaluative research will be conducted to determine the extent to which the additional services offered to disadvantaged students will make a difference in the attrition rate of these students. The control group for comparison purposes will be other students of similar backgrounds enrolled in the regular University programs.

8. Output - Student Success: The present program is using a 50 percent retention rate as the major criterion of success. To be included in this category, students must possess an overall average of 2.0 on a 4.0 system.

   Students not obtaining a 2.0 average will be counseled into a more highly intensified program designed to help them improve their academic output or in some cases, counseled into other lines of educational, vocational, or technical endeavor.

Future Program Plans 1969-71

1. Financial Aids: Based upon estimates made from the existing Experimental Program in Higher Education (EPHE), it is anticipated that 75 of 150 students will need financial aid at an average of $1,740 per student, the total estimated need being $130,500. The University will attempt to meet this need in the following manner:

   a. The Special Assistant to the Chancellor for Educational Opportunity has requested $50,992 for grants and aid as part of the 1969-71 Biennial Budget for the Experimental Program in Higher Education.

   b. The Martin Luther King Scholarship Fund and the Robert F. Kennedy Fund have been established, and funds are being sought to provide scholarships and grants for disadvantaged students.

   c. UWM's Director of Development has committed himself to seek funds from the community to be used for disadvantaged students on a university-wide basis. A portion of these funds will be used for students in the Experimental Program.

   d. The Financial Aids Office's Educational Opportunity Grants request for 1969-70 will include the amount needed for providing minimum grants for EPHE students.

   e. The existing resources, i.e., National Defense Student Loans, State Loans, and Work-Study will be used to complete the financial packages.

2. Guidance and Counseling 1969-71: In addition to the existing academic advisors in the 1969-71 biennium, academic advising will be expanded to include the individual faculty members assigned to the Program. These students will remain with their academic counselors until such time as they become full-time University students. In addition, one special counselor will be provided to handle the coordination of testing and specialized counseling. When the need arises, students will be referred to the University Department of Counseling for psychological counseling.

3. Tutoring Program Changes: In order to increase the control and the effectiveness of the tutoring staff, it is the feeling of the staff that select tutors should be paid for their services. In addition to the tutoring program, a series of workshops in English and mathematics will be conducted. Members of the academic staff of the Experimental Program and professors from the University staff will present workshops comprised of four to five students.

4. Curriculum Description 1969-71: Students who are admitted to the Program for each year of 1969-71 will be limited to nine credits in each of their first three semesters. For this period, a more extensive and flexible remedial program is planned. The remedial courses taught will be English and mathematics. There will be a two, four-hour non-credit English course available each semester. A two, four-hour course will also be offered in mathematics. Students will take these courses depending upon the extent of their deficiency.

   There will be close cooperation between teachers of the remedial non-credit courses and those teaching the Program's credit courses. This cooperation will insure a smooth transition from remedial to credit course work for each student.

   The following credit courses will be offered in special classes to Program students. With few exceptions, students in the Program will be required to satisfactorily complete all of the following before leaving the Program to the role of a regular college student. All of these courses will be accepted as credit toward graduation.

	Course Title	Semester Credits	Semesters Required
a.	Basic English Composition	3	2
	Contemporary Literature	3	2
b.	Introductory Social Science Interdisciplinary Contemporary Problems	4	2
c.	Introductory Natural Science	4	2
d.	Communications	3	1
e.	College Algebra	3	1
f.	The Arts and Mankind	3	2

The special Communications and Contemporary Literature courses described in the section on the 1968-69 Program will be taught exclusively for Program students in the 1969-71 Programs. Students will be able to take electives offered by the Center for Afro-American Culture subject to the agreement of his Experimental Program advisor. The Introductory Social Science and Introductory Natural Science courses will each be of an interdisciplinary nature and will emphasize contemporary problems. All of these credit courses will be taught by instructors on part or full-time assignment to the Experimental Program.

5. Admissions Standards 1969-71: Under the expanded Experimental Program for 1969-71, the following changes will be in effect. Applications will be reviewed on a specified date by the entire staff, selecting those students they feel best qualify for the Program. This date will be chosen to ensure all applications the benefit of consideration before the quota is obtained and to allow those admitted adequate time to complete the necessary record processing, testing and registration. Those applications selected by the staff will then be submitted to the Special Assistant to the Chancellor for final consideration.

6. Class Size: The desired class size for remediation courses and special sections is 15 students. The instructional staff requested will allow most classes to meet this specification.

7. Faculty Involvement 1969-71: Primary faculty involvement will grow from the Faculty Advisory Council. This 21 member council will include seven students, seven faculty members, and seven community leaders. At least four of the selected faculty members must teach full or part-time in the Experimental Program. Whenever possible, the teaching staff of the Experimental Program will be appointed on a joint basis with the academic departments of the University.

Other direct faculty participation will be through workshops involving professors and small groups of students, and through an expanded tutorial program, utilizing teaching assistants as well as professors.

8. Research on the Underprivileged: Recognizing that there has been a proliferation of redundant research dealing with the disadvantaged, it is the intention of the Experimental Program in Higher Education to conduct highly applied research in the following areas: relationship between students' levels of developed ability at point of admission and academic achievement in the Experimental Program and tutorial effectiveness. Major emphasis will be placed on the efficacy of special instructional methodology and course content for increasing the academic functioning of students in the Program.

9. Output - Student Success: For the 1969-71 biennium, the major criterion for student success will be the number of students who are retained in the University and who function at a "C" average level. A second-level evaluation will be directed toward the extent to which new approaches can be incorporated in the regular University programming.

10. Long-Range Objectives of the Experimental Program: The Experimental Program in Higher Education will only be viewed as a success if the positive findings from it significantly affect educational practices in lower division courses in the entire University. Our major and ultimate objective, then, is to improve the quality of undergraduate education at the freshman and sophomore levels for all students and at the same time provide higher education for black, Indian, Latin, and white students from disadvantaged backgrounds.

POSITION PAPER

FOR INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

Wisconsin State Universities

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GENERAL POLICY STATEMENT

The Wisconsin State Universities have always had an open-door policy toward Wisconsin students of college age (and beyond), requiring only that minimal and flexible entrance standards be met. Until recently, however, special educational aids (specialized counseling, tutoring, etc.) needed by students of culturally and educationally disadvantaged backgrounds have not been provided in sufficient quantity, due largely to a lack of funds. Thus, culturally different black, Indian, Spanish American, and rural/urban Caucasian students, once admitted to a WSU, have been more or less "on their own"; i.e., they have had to compete in classes on an equal footing with "non-disadvantaged" students and have had the same, but no more, opportunities for special counseling, tutoring, etc. Actually, however, these students have needed precisely such special help, and, as a result, the success rate of the "disadvantaged" student has not been good.

Experience has shown that when special programs have been provided, even on a relatively modest level, success rates go up. WSU-Eau Claire provides a relevant example. The university has made noticeable progress in reducing the attrition rate of American Indian students enrolled over the past several years. In the year 1964-65, only two of eight students were successful academically. In 1966-67, thirteen Indian students were enrolled; seven were still enrolled at the end of the year. By 1967-68, nineteen Indian students were enrolled, and twelve of these were still enrolled and doing acceptable work at the end of the year. Thus, the retention of these students increased from 25 per cent to 63 per cent over a three-year period. During the 1966-67 year, one Indian student was graduated and another graduated at the end of the 1968 summer session. A marked increase in the number of graduates is expected as more students move up to the junior and senior years. Much of the success WSU-Eau Claire has experienced has grown out of the Midwest Indian Youth Seminars of 1964-66 and the Sociology Department's informal program of tutorial, social, and cultural activities for Indian students conducted from 1966 to 1968.

This experience, and similar experiences in the highly successful Upward Bound programs carried on for the past several years at several universities, have led the WSU's to emphasize that granting admission to these young people is not enough: left to sink or swim, most of them sink; thus it has become the position of the WSU System that programs must be provided which are attuned to the educational, cultural, social, and economic problems that face the "disadvantaged" youth who want a college education.

A second area in which the WSU's can be especially helpful is in the preparation of teachers of the disadvantaged. Such programs grow out of one of the WSU System's basic missions, teacher education. One formal program, project PITCH at WSU-Platteville, now is in operation, and other programs are in the planning or pilot stage at all other WSU's (these will be discussed below). Development of such programs will constitute an integral part of the WSU effort to solve the broad problem of educating the culturally different.

1968-69 PROGRAMS

Specially tailored programs began operation at two WSU's in September, 1968. At WSU-River Falls, 10 participants from Milwaukee were enrolled. In this program, reading tests were given, and a remedial reading program was set up in accordance with the test results. The students are given reduced course loads (12 quarter hours) which include academic subjects such as music and art; all courses taken are regular university courses. It is hoped that the academic load can be gradually increased as the student's confidence and ability increase, until a normal academic load is undertaken each quarter. Special academic advisers are provided from among the regular faculty (funds to hire personnel specifically trained and experienced in this area are not available), and student volunteers will be recruited to serve as tutors; these tutors will be matched to the area of the student's need (English majors will tutor in Freshman Composition, etc.). Students in the program are housed throughout the dormitory system instead of being isolated together in a single residence hall. Thus it is hoped that the students can be assimilated both socially and academically into the WSU-River Falls student body at the same time that they continue to receive special help.

A similar program is being launched this fall at WSU-Oshkosh; the program is directed by a nine-man committee headed by the registrar. The university is in the process of securing trained personnel to coordinate the program, which will take advantage of existing trained personnel and facilities at the WSU-Oshkosh counseling center, reading clinic, speech clinic, health center, and other university agencies. The structure of the program is parallel to that at River Falls; the specific goals of the program as stated by the university are akin to the objectives of the River Falls program:

1. assist students from minority groups in making adjustments to university life;
2. counsel students as to admission, academic programs, financial aids, housing, personal problems and vocational choices;
3. develop a tutorial system;
4. assist in recruitment of such students;
5. coordinate appeals for reinstatement;
6. develop special orientation, preprogramming and preregistration programs;
7. implement educational programs to assist such students, including the possibility of a modified curriculum;
8. conduct research and evaluation related to these student groups;

9. develop programs that will clarify the history, culture and problems of minority groups for students, faculty, and the community;

10. coordinate federal assistance;

11. organize special summer programs; and

12. assist in the placement of "drop-out" students.

FUTURE PLANS: 1969-71 AND BEYOND

There is now in the process of development a system-wide plan for educating the culturally distinct. The new programs at WSU-River Falls and WSU-Oshkosh described above may be considered the prototypes of this program. It is hoped that federal funding can be obtained so that a pilot program can be launched at WSU-Oshkosh in the summer of 1969. It is also hoped that state-supported programs may be implemented at six other institutions beginning in the summer of 1969. If successful, the program will be extended to the other universities in 1970.

The system-wide program can be summarized as follows:

The basic purpose and scope of this program will be to extend to a limited number of college-age youth from economically depressed and culturally different rural and urban areas the opportunity for a college education. A special "orientation year" program, tailored to the unique academic, social, and financial needs of these students will be provided. The basic features of the flexible plan are as follows:

1. The program for each group of students will begin in the summer and will extend through the succeeding academic year.

2. During the year preceding entrance into the program, there will be identified a group of students whose cultural and economic backgrounds have not provided the level of educational experience that would enable them to complete college studies successfully, or even, in some cases, to be eligible for entrance into college, but who show strong motivation and talent for college-level educational experiences. These students may be identified through the cooperation of such agencies as the HEAB Talent Search and the Milwaukee Educational Opportunity Centers, or by the State Universities themselves. Edward Spicer, head of the two Milwaukee Educational Opportunity Centers, and Richard Aukema, administrator of programs for the disadvantaged for the HEAB, have both studied the program and have not only indicated their interest but pledged their cooperation in such an enterprise.

3. During an 8-10 week summer session, the students will undergo extensive tests and counseling; they will receive individual tutoring, may enroll in some college courses, and where advisable, some may be enrolled in college prep courses in basic academic subjects. These activities should help determine the primary aptitudes of the students. Some enrollees will be encouraged to enroll in the state's VTAE system; those who are found to have academic interests and potential will be encouraged to matriculate in colleges and universities. During this summer period, and the ensuing academic year, it is planned that expenses incurred for room and board, tuition, and personal needs will be funded from federal or state sources. It is expected that the attrition rate among those who enroll in college programs the following fall will be appreciable; perhaps no more than 30 per cent of the original group will matriculate at colleges and universities, but the conserving of human resources made possible by this plan will result in an upgrading of capabilities which will more than justify the cost of this program.

4. After the completion of the summer session and one full academic year, or at any time prior to the completion of the full year that the student leaves the program and enrolls as a regular student, the expenses for tuition, room and board, etc., of these regular students will be provided by university financial aid sources, by EOG funds, and NDEA loans.

5. When necessary, arrangements will be made to waive admission requirements for those students participating in this program. The university is encouraged to help in the recruiting of participants and has the authority to approve all program registrations. Due process procedures for student participants shall be followed in all cases of misconduct. However, discontinuance for academic reasons is at the discretion of the university president. Arrangements with a participating student may, therefore, be terminated at any time during the 12-month period it is felt appropriate.

6. Beginning with the fall semester the student will continue in the "orientation year"; the basic components of this segment of the program are as follows:

    a. A teacher-student ratio of approximately 1:7. Selection and orientation of teachers will insure that teachers participating in the program will understand the problems of the students and will be sympathetic with the intent of the program.

    b. Special study centers will be set up using the latest auto-tutorial equipment and supervised by trained personnel.

c. Counselors will be provided in the ratio of 1:25.

d. On the basis of exploratory aptitude and achievement tests, students will be counseled to enroll in basic academic foundation courses; these should be regular university courses -- e.g., English composition, college algebra, American history, but may be special sections. These courses may be in areas where a student has shown either weakness or potential aptitude.

In the pilot program phase of the implementation of this program, the university may elect any one or a combination of the following operational options:

(1) Allow a student to take examinations and write assigned papers or not as the student chooses, with failing final grades not counted but final grades of "C" or better accepted;

(2) Direct that a student be subject to all the requirements of a regularly enrolled student with all grades received by the student recorded but no requirement made for a minimum grade point during the "orientation year"; the grade point earned during the orientation period shall not be part of the cumulative grade point;

(3) Direct that a student be subject to all the requirements of a regularly enrolled student with all grades received recorded and the student held accountable for regular retention standards of the institution.

In any case, course loads and selection of courses shall be individually determined by the student and his academic advisor. When the initial, pilot-program year of this proposed plan has been completed, based on the experience gained in mounting seven programs (including the Oshkosh federally funded program), a broadening of the scope of this System plan to involve up to five per cent of the number of freshmen enrolled in the preceding year is envisaged, dependent upon federal and state financial support.

In this way the student will be given the opportunity to build up his confidence at the same time that he learns skills and attains knowledge basic to further work in college.

e. The goal of the program is to assimilate student participants into the college community, both in academic courses and in residence halls. The students will be encouraged to feel that they are college students who happen to have some special academic problems and deficiencies, rather than a special group apart from the other students.

f. At the end of the "orientation year" follow-up studies will be made and continuing counseling and guidance will be available as necessary. Adequate provision for financial resources shall be made for student participants continuing beyond the orientation year, subject to approval by the president.

This program will be initiated in the 1969-71 biennium; long-range plans call for continuing refinement and expansion of the program as circumstances dictate. Allowing for the attrition of the students who begin the orientation year in the summer of 1969, and who do not complete the "orientation year," plus those who leave the program during the ensuing years, the WSU System hopes to graduate 75-100 students in 1974-75 and 100-125 in 1975-76. A higher initial output cannot be expected because of (a) the time needed to build a faculty and supporting staff dedicated to the program; (b) the experimental nature of this bridge-type program; and (c) the serious weaknesses in educational, cultural, social, and economic background which are now characteristic of the students but which should improve with time. As the universities gain experience with this kind of program, as the cumulative effect of students moving up to the junior and senior years begins to be felt, as more young people become aware of the program, and as the effects of teacher-preparation programs begin to occur, the output of graduates should show a marked increase.

The other area in which the WSU's plan to make a major effort over the next several years is in the development of academic programs to prepare teachers of disadvantaged youth at all pre-college levels. Project PITCH (WSU-Platteville), as mentioned previously, has been in operation for several years. A comprehensive program for elementary teachers is already in the pilot stage at WSU-Oshkosh. Nine new teacher-education programs are being planned, and developmental grants for each have been forwarded to the federal government for funding. Because of the variety of emphases planned, which in turn proceed from areas of special strength in existing teacher-education programs, the developing programs will cover a spectrum that includes pre-school, elementary, secondary, industrial education, home economics, agriculture, and even school administration. Because of the System's extensive experience and historical strengths in teacher education, and because of the developing level of interest in teaching the disadvantaged, an increasingly large output of graduates specifically prepared to teach the disadvantaged should occur. Based on current enrollment and expressed student interest in proposed programs, the State Universities hope to produce between 300 and 500 graduates of these special teacher-education programs between 1973 and 1976.

COSTS

Because of the lack of formal programs for the disadvantaged heretofore, there are no past cost data. No special funds are available for the River Falls program; tutoring and counseling are being done on a voluntary basis or within the existing workload. Budget figures from the Oshkosh program are not yet available.

Estimated costs on a per-student basis for the system-wide program are as follows:

Projected Cost Per Student Per Academic Year --
1969-71 Biennium, Wisconsin Resident, Living on Campus

Cost to Student			
Fees	$350		
Room and Board	800		
Personal Expenses	450		
Total		$1,600	
Cost to State			
Cost of Instruction and Operation of Academic Plant		860	
Total Cost to Student and State			$2,460
Added Cost to State Per Disadvantaged Student			
Increase faculty-student ratio from 1:20 to 1:7		975	
Four Counselors per 100 Students		500	
Tutors and Equipment		275	
Total			1,750
TOTAL COST PER DISADVANTAGED STUDENT			$4,210

The following are estimated costs for developing and implementing the new teacher-education programs; these costs will be reduced in proportion to federal funds obtained.

Nursery-Early Childhood Level (Stout)	$ 10,700
Industrial Education & Home Economics (Stout)	145,800
Migratory Youth (Whitewater)	81,950
Elementary -- Jr. High School Level (Whitewater)	66,200
School Administration (Superior)	87,750
Jr. - Sr. High School Level (Stevens Point)	9,200
Elementary Level (Oshkosh)	218,900
Winnebago Indian Schools (La Crosse)	58,400
Northwest Wisconsin Region (Stout, Eau Claire, River Falls, Superior)	86,200
TOTAL	$765,100

The WSU System has deep concern for the problems of the culturally different and the resulting waste of human resources. The WSU System has the expertise to participate in the solutions to these problems. Financial resources are needed in order to focus this expertise on the development of higher educational opportunities for this group whose potential remains untapped.

POSITION PAPER

FOR INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

Vocational, Technical and Adult Education Schools

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CURRENT COMMITMENTS FOR THE EDUCATION OF THE CULTURALLY DIVERSE

The Wisconsin Board of Vocational, Technical and Adult Education's purpose is by law, "to equip all of this state's people to find their place in the competitive labor market of today." Thus, it includes special training programs to enable physically or mentally handicapped citizens to become self-supporting. It includes efforts to give occupational training to any nonhandicapped person "who, by reason of economic, educational, experiential, sociocultural or other deficiency or inadequacy is, or may be expected to be, totally or partially incapacitated for remunerative occupation, or who may reasonably be expected to be fit to engage in a remunerative occupation after receiving vocational rehabilitation service."[1]

Working on the theory that vocational education shall serve all of the needs of all of the people[2], programs have been developed in all of the occupational areas of vocational education to serve the needs of the culturally diverse student. These have not always been reported as programs for the culturally diverse. In many instances, special programs have served as a means of channeling culturally diverse students into regular vocational programs upon removal of some deficiencies, and enrollments have been considered as regular programs (such as adult elementary and adult high school diploma programs and citizenship classes which have been regular services to persons not segregated according to any particular "disadvantagement").

Programs are offered under the Vocational Education Act of 1963, the Smith-Hughes Act of 1917, the George Barden Act of 1946, the Manpower Development and Training Act of 1962, the Economic Opportunity Act of 1964, and Title III of the Amendments to the Elementary and Secondary Education Act of 1966 - Adult Basic Education.

Programs regularly provided include: (1) The Technical College, (2) The Technical Institute (Associate Degree), (3) One and Two-year Vocational Programs, (4) Special Vocational Programs for Upgrading of Skills of Workers on the Job, (5) Apprenticeship Programs, (6) Special General and Adult Education Programs including English for New Americans, Homemaking, Citizenship, Driver and Driver Safety, Civil Defense, and other courses, and (7) A Variety of Special Educational Services including group and individual guidance, testing and counseling. Enrollments in the above programs included approximately 74,484 full-time and 120,000 part-time students for a total of 194,484 for the year 1966-67.

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[1] *The Wisconsin Blue Book*, Wisconsin Legislative Reference Bureau, 1966, p. 177.

[2] The Wisconsin vocational education system has developed 18 districts in order to be able to serve all the people of Wisconsin.

Enrollments in the Manpower Development and Training Programs totaled 4,237 for the state for the 1966-67 fiscal year. Of these enrollments, over 26 percent have been Negro and over four percent have been other nonwhite people.

Programs under Adult Basic Education are provided in areas throughout the state including the following counties: Barron, Brown, Dane, Dodge, Fond du Lac, Jefferson, Kenosha, La Crosse, Langlade, Marathon, Milwaukee, Outagamie, Portage, Racine, Rock, Waukesha, Wood, and Winnebago. Enrollments in Adult Basic Education totaled 1,774 for the state for the 1967-68 fiscal year. Of these enrollments, 438 were white, 549 were Negro, 87 were American Indian, 15 were Oriental, and 685 were other nonwhite. These enrollments include over 500 Spanish-speaking Americans. In some localities, minority groups are represented on advisory committees for program planning.

Our Milwaukee School of Vocational, Technical and Adult Education (Milwaukee Technical College) offers various programs and services to minority groups. These services are as follows:

1. Adult Basic Education: Over 1,000 persons, most of whom have been from the minority groups, have been served in the past two years. Part of this program has been conducted in cooperation with the Milwaukee County Welfare Department and coordinated with a Work Experience Program under Title V of the Economic Opportunity Act.

   El Centro Project: This is a project of adult basic education designed to meet the needs of the Spanish-speaking Americans. Around 500 people enrolled in this program in 1967-68.

   Operation Alphabet: This is designed for those needing help in the basic elements of reading, writing and arithmetic. It is broadcast by video tape over the TV broadcasting station operated by the Milwaukee School. It reaches all parts of Milwaukee County including the inner core. It is difficult to estimate the number of people who participate in this program.

2. Adult High School: This program provides courses on a high school level designed to prepare adults for receiving a high school diploma. About 1,000 persons are enrolled annually in this program, and about 10-15 percent of these are from minority groups. About 12 percent of the number enrolled graduate annually.

3. Eighth Grade Completion: This program offers various types of courses of instruction up to the eighth grade level for adults. About 70 persons graduate annually from this program, many of whom are from the minority groups.

4. Continuation School: This program is designed for youth under 18 years of age who have dropped out of the regular high school and are still required to attend school. There were about 1,400 youth enrolled in this program during 1967-68. Minority groups comprise 40-50 percent of this program.

5. Manpower Development and Training Program: About 1,546 persons were enrolled during 1967-68. Of those enrolled, about 60 percent were nonwhites.

6. Family Life Programs: These programs are designed for women who need help in grooming, budgets, foods nutrition, child care, home management, etc. Classes are held for about 70 groups in the city annually for about 1,400 adults. A total of 600 meetings are held annually for this program. Classes were held for over 20 groups in the core area.

7. County Work Program: This program is designed for workers employed by the county who need additional related occupational and basic education. Several people from minority groups participate in this program.

8. Regular Vocational, Technical and Adult Programs: About 10-15 percent of the enrollments are from minority groups. It is estimated that approximately 6,000 persons from minority groups were served by the Milwaukee School last year.

Financial aids are provided to students in need. During 1967-68, 494 students were awarded over $160,000 in Leadership Scholarships, 15 students received $7,770 in Honor Scholarships, and 48 Indian students received approximately $26,000 in special Indian Scholarships. Despite the very late (March of 1968) funding of the federal Work-Study Program[3], 96 students were employed during the summer of 1968 and 537 were employed during the regular school year. Under the provisions of the National Vocational Student Loan Insurance Act, 556 students borrowed $264,000. Four of our schools (Kenosha, Madison, Milwaukee and Wausau) are eligible for programs of student aids under the Higher Education Aids Act. Some local vocational schools have student scholarship awards donated by local business, professional, civic, and private sources. The Work Incentive Program refers Aid to Financially Dependent Children welfare recipients to training programs in Milwaukee. The Neighborhood Youth Corps gives in-school (aged 14-21) and out-of-school (aged 16 and over) youths paid work experiences to help them stay in school or prepare for permanent jobs.

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[3] The Work-Study Program has been disrupted and is expected to adversely affect approximately 600 full-time enrollments in all programs.

CHANGES ANTICIPATED IN MAKING SITUATIONS AND PROGRAMS MORE APPROPRIATE TO THE CULTURALLY DIVERSE

1. Student Financial Aids: Additional financial aids have been requested in the 1969-71 biennium budget for scholarships for 300 full-time students in 1969-70 and 350 full-time students in 1970-71 in associate degree programs. Additional scholarships for 500 full-time students in 1969-70 and 600 full-time students in 1970-71 in vocational diploma programs have been requested. The requested increase in the biennial 1969-71 financial aids scholarships amounts to $564,000. Further financial aids are anticipated for supportive services to persons with special needs in Adult Basic Education centers and Occupational Skill centers which have been included in the agency's biennial budget request. A state-aided student work-study program is anticipated. It is also anticipated that the Work Incentive Programs will refer greater numbers of Aid to Financially Dependent Children welfare recipients to training programs in vocational, technical, and adult schools throughout Wisconsin.

2. Guidance and Counseling: A more effective campaign relative to providing educational and occupational information to high school counselors and students is being planned. The development of an occupational information series that apply to jobs available, educational requirements, salaries, working conditions, etc., will be developed in cooperation with the Wisconsin State Employment Service. Guidance, testing, counseling, placement, and follow-up will be given more attention in a special outreach program which has been proposed for 1969-71 for persons with special needs.

3. Tutoring: The success of the El Centro Adult Basic Education Program for Spanish-speaking Americans is also attributed to the "paraprofessional teachers" who have been selected from the same socioeconomic background as the students. The program has assisted in elevating the "paraprofessional" into a position of leadership. The Milwaukee and the Kenosha Vocational Schools are making use of teacher aides. The Milwaukee Technical College is studying the possibilities for the training and development of educational technicians or teacher aides who would assist in tutoring as well as other teaching duties.

4. Course Flexibility: The WBVTAE historically has strived to develop courses and programs to meet the needs of the students. The Manpower Development and Training programs as well as the Adult Basic Education programs are further attempts to meet student needs. Additional effort to meet the needs of students with special needs is a program budget request, which has been made for the 1969-71 biennium, which specifically states that the Adult Basic Education Centers and Occupational Skill Training Centers be open from early in the morning until late in the evening, that enrollees could begin at any time and complete at any time, and that the curriculum would be structured to meet the needs of the people. An increasing number of vocational schools are providing "pre-preparatory" (remedial) programs which will prepare the student for more advanced studies with an increased probability for successful completion.

5. Admissions Standards: There is virtually no "entrance standard." The Wisconsin Statutes have committed the Vocational Education Agency to serve all the people of Wisconsin. The number of students who enter vocational schools is limited only by the amount of funds available for facilities, staff, and student services at any given time.

6. Class Size: Inasmuch as efforts are made to serve as many people as possible within the limitations of the funds available, an effort also is being made to keep student-teacher ratios within reasonable bounds. Programs for persons with special needs have kept class sizes to a maximum of 20, more often to 15, and often to 12, depending upon subject matter.

7. Faculty Involvement in Programs: An increasing number of schools are holding regular "team meetings" involving the faculty of programs for persons with special needs and the staff of other agencies, such as the Wisconsin State Employment Service and Youth Opportunity Center, in order to cope with problems which may arise. Faculty members are involved with advisory committees which help identify educational needs and develop programs. Faculty members are involved with in-service training programs and workshops which have been increasing the emphasis on the problems of serving persons with special needs.

8. Research on the Culturally Diverse: Research has been organized under the Research Coordinating Unit (RCU). Its assigned functions are stimulation, initiation, promotion, and coordination of research and dissemination of research findings. The research staff participates in studies and research of a service nature to other divisions at the state level, maintain liaison with institutions of higher education throughout the state and provide consultation and support for graduate students interested in vocational education research. Working committees will determine priorities, plans, and procedures for conducting research in various areas of student and instructional services. An improved system for information classification, storage, retrieval, and dissemination, as required by the nation-wide ERIC system, is being developed. Local districts are being encouraged to formulate task forces to study the implementation of integrated information systems. The RCU efforts will help in the interpretation and development of new objectives commensurate with society's changing needs.

   Major emphasis will be placed upon analysis of occupational needs and student demands for the state. A Handbook for Research and Planning, now in its draft stage, will be refined and implemented. Research workshops and seminars will be conducted to upgrade research personnel on state and district levels. Some activities being developed are: "Development of Success Predictors for Vocational, Technical Education" (Oshkosh), "Institutional Variances of High School Dropouts Enrolled in Vocational Education" (CSVTE[4]-WBVTAE), "Study of Remedial Reading and Adult Basic Education" (Wausau), "A Study of Why Adults Enroll, Drop Out, and Complete Adult Education Programs in Wisconsin Schools of Vocational, Technical and Adult Education" (WBVTAE), "Occupational Careers of 1965 Graduates of Wisconsin Vocational Schools" (CSVTE-WBVTAE), "Education of Texas-Mexican Migrant" (Wausau), "Teaching Typewriting to Mentally Handicapped Students" (Wausau), and "Evening School Interest Survey and Dropout Study" (Wausau). Much action research is done at local schools through surveys, questionnaires, observations, and follow-ups of professional educators.

9. Output: Provisions will be made for more extensive client identification, guidance, counseling, and supportive services. Orientation to life and family, citizenship and society, job and work, will be given more attention. Job development, placement, and follow-up will be treated in more depth. Neighborhood involvement and outreach will be further developed. Supervision, teaching, counseling, and curriculum designs will be geared more specifically to persons with special needs.

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[4] CSVTE - Center for Studies in Vocational and Technical Education, U.W.

The Wisconsin Board of Vocational, Technical and Adult Education recognizes the varied and complex problems which exist and anticipates contributing more significantly to social and economic changes among persons with special needs. The successful delivery of comprehensive vocational education services to persons seeking education and training at vocational, technical and adult schools is limited only by the amount of funds which is made available for facilities, equipment, materials, and staff.

NEW PROGRAMS OR CHANGES FOR 1968-69

The WBVTAE is cooperating with the state's correctional institution vocational education programs by providing curriculum supervision services, and teacher certification, on a request basis. One vocational school is providing remedial reading courses to inmates at a local correctional institution.

Many local districts and local schools have designed special courses to assist older persons prepare for retirement by learning new skills in fields of interest to them.

Migrant workers are receiving adult basic education through several Wisconsin vocational education districts, as do high school dropouts who are invited to seek their level and area of interest under an open-door policy.

Adult Basic Education is expanding its programs to serve the unemployed, public assistance recipients, Negroes, Spanish-speaking Americans, Indians, and non-English-speaking adults.

In the area of general education, many schools are developing adult high school diploma programs.

Vocational schools are providing the educational programs for a new Concentrated Employment Program (CEP) for 10 northwestern Wisconsin counties. Approximately 400 persons from four of the counties and three Indian reservations, including two reservations not in those counties, are expected to take an orientation course, after which about 250 would be given institutional training in basic education, followed by vocational education in machine tool operation, drafting, welding, general office clerical, and auto mechanics. Some students would also be slotted as individual referrals into regular vocational programs and others would receive on-the-job training, with the remainder expected to go directly into employment.

A CEP program is also being developed for the Milwaukee area.

An Opportunities Industrialization Center (OIC) program is also being operated through the Milwaukee Vocational, Technical, and Adult School. The program will be available to the entire Milwaukee area, with particular emphasis on the core area concentrating on the Negro and also on the Spanish American population. The primary purpose is to bring basic educational needs to the people of this area and to stimulate the unmotivated, unconcerned, and frustrated individuals into those desirous of achieving skills so that the unemployed can become employed and the underemployed can be employed to their full potential.

An apparent need for training of persons for social welfare services was recognized and currently is under study on a statewide basis by the staff of the WBVTAE. Types and varieties of programs are being studied to determine what is needed, including programs and curricula for the entire spectrum of social welfare education below the baccalaureate level. Locations for pilot projects, qualifications of instructors, and selection of students will be activities of WBVTAE during fiscal 1969. Categories of personnel training being considered include community service aide, child care (day or resident), correctional service aide, home assistant aide, and case worker aide. A list of some 3,000 job openings in these areas has been identified.

A 16-week occupational therapist aide program is being instituted at Oshkosh (District 12). A truck driver school is also scheduled at Oshkosh.

An innovative area is in the development of a statewide plan for safety education and accident prevention education through schools of vocational, technical and adult education.

Another innovative project has been training of water and sewer plant operators for certification under a new Wisconsin law that requires all such operators to be certified by January 1, 1970.

Additional full-time instructional programs at a variety of levels include: Health Occupations - Inhalation Therapy (Milwaukee), Chauffeur-Truck Driver (Oshkosh), Police Science (Madison), Aeronautics - Pilot Training (Kenosha), Aviation - Mid Management (Kenosha), Upholstery and Auto Trim (Racine), Gas and Oil Burner Service (Manitowoc), Farm Machinery Partsman (Wausau), Fashion Merchandising, Credit, Banking and Finance, Food Merchandising, General Sales - Merchandising, Insurance, Industrial Sales, Transportation and Distribution, and Medical Assistant.

New instructional programs offered for the first time in a new locality in the State or to be expanded in fiscal year 1969 include: Licensed Practical Nurse, Child Day Care Aide, Food Services Assistant, Food Services Supervisor, Business Machines, Secretarial Science - Legal, Secretarial Science - Medical, Clerk Typist, Fire Science, Police Science, Auto Body, Automotive Mechanics, Inhalation Therapy, Airframe and Power Plant Mechanics, Electricity, Diesel Mechanic, Drafting, Electronic Servicing Numerical Control Programming, Machine Tool Operation, Welding, Restaurant-Hotel Cookery, Short Order Cook, Wood Technics, Gunsmithing, Fluid Power Maintenance, Mechanical Design Technology, Power Technology, Diesel and Heavy Equipment Mechanic, Diesel Mechanic, Radio and T.V. Repair, Metal Fabrication, Barbering, Accounting, Marketing, Practical Nursing, Electronics, Data Processing, and Industrial Maintenance Mechanic.

RECOMMENDED NEW PROGRAMS OR CHANGES FOR THE 1969-71 BIENNIUM

A new program is proposed which anticipates state aids to the districts and schools for educational opportunities for persons with special needs. The educational plan would involve provision for:

1. Adult Basic Education Centers and Outreach Occupational Training Facilities, in local neighborhoods where needed and easily accessible, throughout the state with emphasis on the Milwaukee area.

2. Employment of neighborhood workers to reach, refer, and guide persons with needs into the educational process. These neighborhood workers would be residents of and aware of the problems of the neighborhood and the residents. Their primary responsibility would be to contact people in need of education, to communicate to them the educational opportunities for employment, and to direct them to an educational center.

3. An orientation phase which would continue when the individual actually reported to the educational center. The orientation at the center would consist of additional explanations of the objectives and educational opportunities within the program. In the orientation process, the individual would have professional counseling available. Through counseling, the individual's needs for supportive services and aids would be determined and provided where they would contribute to the probability for the individual's successful completion of training and job placement. An important factor which must be considered at this point is the placement of the individual in the instructional setting as soon as possible to facilitate his assimilation into the center and to indicate to him the type of education available. This must be done without subjecting him to the completion of many different types of forms and a large battery

of tests prior to his instruction. The administrative process and the testing can be taken care of at a later date. The primary purpose at this point is to involve the individual in the learning process.

4. Emphasis on educational services to the individual at the Adult Basic Education centers which will be open on a year-round basis all hours of the day or evening and if necessary all days of the week. The schedule will be flexible so that an individual can begin his instruction at any time. The instruction will be individualized to the greatest extent possible. The individual will be given opportunities to learn the basic skills of speaking, reading, and writing together with instruction in home, family, community, citizenship, job and work relations, health, safety, consumer education, self-understanding, and constructive use of leisure time. Throughout the entire learning experience the individual will have an adequate professional counseling staff available to assist in resolving personal problems that may arise and to guide the student through the various phases of education and training. A follow-up procedure will be established to contact the individual, if he does not attend classes, to determine the reason and seek and initiate needed action to provide a solution. The staff of the center must be especially qualified to instruct in this special educational area. Some instructors, teacher aides, teacher assistants, and tutors will be employed from among the students, graduates, and the neighborhood. An important factor is that all instructional staff must work under the supervision of a master instructor. In-service training will be given wherever and whenever necessary to instruct the teachers and the staff in the best instructional and student service concepts and methods.

5. Preoccupational preparation training in an outreach occupational training facility or within a vocational, technical and adult education school. The individual would be made aware of the environment and conditions of the world of work, would attain familiarity with various types of machines, would understand the objectives and develop attitudes for obtaining and retaining employment such as being on time, and following safety and other company rules. The same principles that relate to the Adult Basic Education center such as flexibility of instruction, time offered, instructional staff, etc., would be applicable in the preoccupational preparation training program.

6. Occupational skill training to provide the individual with skills necessary to obtain and retain suitable employment. This training could take place in the outreach occupational training facility or at a school of vocational, technical, and adult education. A primary underlying objective is the provision of adequate counseling and student aids to assist the individual in selecting and successfully completing the occupational training for the work that he desires and in which he can become employed. The same concepts, as mentioned previously, of adequate counseling, flexibility of instruction, time offered, instructional staff, follow-up, etc., would apply.

7. Job placement and follow-up. To insure that adequate employment opportunities are available, a staff of professional placement officers employed under this program would work in more depth with the Wisconsin State Employment Service, business, industry, public agencies, and private agencies to inform them of the program, and that trained workers will be available for employment. The placement officers will keep abreast of labor market conditions and also will develop on-the-job training opportunities. The student would be placed in appropriate employment upon completion of his occupational skill training. In order to insure the individual's success in his job and to meet his needs for further education and training for job advancement, follow-up and counseling services would be provided.

The entire educational cycle as described previously would have as its basis adequate professional counseling from original contact by the neighborhood worker to eventual successful employment. The program contemplates cooperative working arrangements with all state, local, and private organizations involved in the provision of educational services or activities related to providing assistance to persons with special needs. The major objective of the program is the provision of educational opportunities and occupational training to insure successful employment thereby breaking welfare and poverty cycles that have been established over many years. In so doing, we would be reducing the economic impact that welfare and poverty have on the state's social and economic well being. It is anticipated that approximately 3,000 persons will complete the program during the 1969-71 biennium.

LONG-RANGE OBJECTIVES - 1971-75

It is anticipated that enrollments in vocational, technical, and adult education will expand at a more rapid rate in the next six years than at any time in the past due to the increased recognition of the role of vocational, technical, and adult education in successfully meeting the requirements of occupational training. The implementation of Chapter 292 of the Laws expands the number of educational opportunities available to all citizens. In the past, schools were municipally supported and nonresidents were required to pay tuition for their attendance. The fact that tuition will no longer be required for a resident of a district will accelerate the growth of enrollments. Another accelerating factor will be the expanded concept which provides for a comprehensive technical institute complete with comprehensive vocational education services in every district within the state. Thus, it is expected that, while present existing small branch schools will continue with their programs of instruction, they will be drawing on a wide range of testing, counseling, curriculum development, administrative services, and many other skills which will be headquartered at the district office or the comprehensive technical institute. Furthermore, this expansion of educational opportunities through the implementation of VTAE districts will attract increased enrollments in full-time post-high school educational opportunities as well as increased enrollment in adult programs on a full and part-time basis, both day and evening. In addition, the VTAE district will develop and expand outreach programs which will provide educational opportunities throughout the entire district where these types of opportunities were not previously available.

STATEMENT OF PAST COSTS, BUDGET, AND REQUESTED BUDGET

	Costs* 1967-68	Budgeted* 1968-69	Requested* Budget 1969-70	Requested* Budget 1970-71
AL PROGRAM COST*	$12,486,500	$15,057,800	$18,996,200	$21,006,500
LTS WITH SPECIAL NEEDS**				
Student Financial Aids	344,400	197,300	323,200	359,800
Adult Basic Education	430,000	465,300	465,700	466,300
Manpower Retraining	1,341,200	2,523,700	2,525,500	2,527,700
Special Outreach Program			2,000,000	2,500,000

Deductions have been made for funds allocated to the Department of Public Instruction for "Youth in Secondary School Vocational Programs."

These amounts have been designated for students who are specifically identified as students with special needs. However, a large number of students enroll in regular vocational, technical, and adult schools without wishing to be identified as "Disadvantaged"; therefore much of the funds for regular, ongoing programs is used for persons who need and seek vocational education at a reasonable cost and have been sufficiently self-motivated to enroll.

POSITION PAPER

FOR INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

Wisconsin State Department of Public Instruction

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INTRODUCTION

In our democratic society, equal educational opportunity for all children has become the motif in planning and programming change in the educational spectrum. The Constitution of the State of Wisconsin directs the establishment of district schools to be as nearly uniform as practical.[1] It is unrealistic to think that uniform means the same education for all. It is realistic to believe that every child should have as nearly uniform opportunity of education as is practical. The philosophy of equality is prevalent in every area of American society from the field of economics, with the anti-poverty programs, to the field of education, with the federal aid to education programs. All seem to be geared to give every American an adequate opportunity to enjoy the riches of our culture and an equal share in the harvest of our future. Unfortunately, equality remains more an ideal than a reality. It remains more an ideal than a reality because the disparity between the "haves" and the "have-nots" continues to grow, because the "have-nots" find themselves in a cycle that breeds not-having from one generation to the next, and because, in some cases, the disparity is seemingly inevitable.

Equal educational opportunity is no exception. It remains to this day more an ideal than a reality. The one saving feature of this paradox is that the consciousness of the American public has been aroused to the problem. It has become a matter of national concern. The public in general and all professionals, in particular, see the serious consequences for our society of continuing to increase the opportunities of the "haves" while doing little to improve the opportunities of the "have-nots." Educators, perhaps more than any other professionals, realize the seriousness and comprehensiveness of the malady of unequal educational opportunity. Therefore, the education of the disadvantaged has received high priority on the total educational scene.

While fully realizing the difficulty of holding to the philosophy of equal educational opportunity for all, the Wisconsin State Department of Public Instruction advocates not only equal educational opportunities but also quality education for all public school children of the state. To hold any other goal would be to take a stand on the perpetuation of educational inequality and inferiority. This would have the natural consequence of weakening education in particular and American society in general. We must be dedicated to equal educational opportunity and quality education for all children to the very best of our ability.

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[1] Article X, Section 3. Wisconsin Constitution.

"Public education in Wisconsin is a shared responsibility of the state and local school districts. The generally fine programs of elementary and secondary education enjoyed by Wisconsin youth have resulted from efforts of local citizens working in a cooperative relationship with the Department of Public Instruction. Continuing local initiative and cooperative efforts will promote further improvements in educational opportunities for girls and boys in our state."[2] In order to realize this improvement in educational opportunities the regular programs must continue to rise steadily and we must zero in on improving programs for the educationally disadvantaged.

WHAT IS EDUCATIONAL DISADVANTAGEMENT?

Definition

A precise and comprehensive definition of educational disadvantagement is essential because we must know what we are attacking before programs can be established for that attack. A word of caution is due at this time simply because some of the labels and definitions of disadvantagement have been limited and restrictive. It is necessary, therefore, that our definition be precise and comprehensive or we will be attacking only part of the problem. This point is made clear by Frost and Hawkes[3], "In the educational context, 'disadvantaged' refers to children with a particular set of educationally associated problems arising from and residing extensively within the culture of the poor. This is not to say that other cultural groups within society escape similar problems, but that ills restricting the intellectual, social and physical growth of children tend to be concentrated there."

That there is a high correlation between poverty and educational disadvantagement cannot be questioned. As Frost and Hawkes imply, disadvantagement is broader than poverty. Every school district has children that are educationally disadvantaged, whether this disadvantagement comes about because of poverty, physical handicap, mental retardation, emotional disturbance or any other reason. Any program aimed at eliminating, curing or avoiding educational disadvantagement must consider all possible causes. To block off one cause does not offer a wholesome solution as long as other causes continue to channel potentially disadvantaged students into our schools.

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[2] *Toward Excellence in Education.* Wisconsin Department of Public Instruction, 1965.

[3] Joe L. Frost and Glenn R. Hawkes. *The Disadvantaged Child, Issues and Innovations* (Boston: Houghton Mifflin Company, 1966), p. 1.

It is clear then that our definition of the disadvantaged child is closer to that of Marans and Lourie[4], "When we speak of the disadvantaged child, we refer to a child deprived of the same opportunity for healthy growth and development as is available to the vast majority of the other members of the large society in which he lives."

We are concerned here with any child unequipped to handle the regular school program regardless of whether this deprivation comes about because of poverty, physical handicap, mental retardation, emotional disturbance or any other cause. Every disadvantaged child should be provided with the opportunities to develop all his potentials; mental, physical, emotional and experiential. This is our goal.

Causes

Using the various causes of educational disadvantagement (poverty, physical handicap, mental retardation, emotional disturbance, and all others) as our springboard, let us examine some of the ancillary or concomitant problems of disadvantagement.

From the cause of poverty come some very serious educational problems, problems that reflect upon the child's ability to grow and develop. There is a higher rate of physical impairment among the poor. Frequently, depressive concepts of reality develop that prohibit emotional stability and growth. Poverty causes the development of survival techniques and defense mechanisms that preclude modification by later experience. There is the problem of inadequate perceptual stimulation that is healthy to a child's development, and conversely, there is usually a perceptual overstimulation from noxious stimuli such as hunger, crowding, noise, smells, and irregular sleeping and eating habits. This will mean overstimulation of the emotions. The attitudes of the poor toward authority and discipline often arrest child development. And finally, there is the evident problem of lack of or poor verbal communication among those afflicted with poverty. It is easy to see the implications these problems have for education and that any program of aid to the disadvantaged must take these concomitant problems into consideration.

The physically handicapped child is educationally disadvantaged to the extent that the handicap precludes or arrests his normal functioning and achieving in the regular school program. He sometimes finds himself misplaced in the school because he is judged on a set of standards rather than on his own developmental level and learning potential. All too frequently the identification and diagnosis are accompanied by attitudes that he will be a limited learner and low expectations are communicated to him. Special education classes sometimes are designed to make him function "conveniently" within his environment while giving little attention for capitalizing on his assets. Special education classes for the physically handicapped are often designed upon the nature of the enrollment rather than upon the needs of the child individually.

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[4] Allen E. Marans, M.D., and Reginald Lourie, M.D. "Hypotheses Regarding the Effects of Child-Rearing Patterns on the Disadvantaged Children," in *Disadvantaged Child*, Volume 1, Jerome Hellmuth, Ed. (Seattle: Special Child Publications, 1967), p. 21.

The mental retardate presents a different problem to the educator. To provide appropriate habilitative or rehabilitative educational exposure to a mentally retarded child requires first an understanding of the cause of his retardation. Once an understanding of the cause of the child's retardation is determined, an appropriate curriculum, commensurate with the youngster's slower rate of maturation, can be employed. In addition, there are the children with special learning disabilities who are another type of educationally disadvantaged youngster. These children have minimal brain dysfunction with presumed average or better than average intellectual potential. Some of the more commonly applied diagnostic labels for these children include "brain injured," "perceptually handicapped," "minimally brain damaged," and "neurologically impaired."

Since considerable disagreement exists among the specialists regarding diagnosis, prevalence of the disability, appropriateness of remedial techniques, and specific management and grouping practices, public school administrators and teachers have been sorely pressed in their attempts to provide for these children within the regular school program.

Another challenge to the educator is the education of the emotionally disturbed child. It requires close collaboration with allied mental health facilities and personnel. School programs for these children require that the youngster's emotional development and present emotional state be understood by school personnel working with the child. The school setting is to be perceived as a supportive milieu utilizing special educational provisions which will enhance the student's learning and behavioral development.

Consequences

These are some of the causes of educational disadvantagement and some of the concomitant problems that educators must realize before establishing programs to combat the disadvantagement. There are several consequences, some especially serious, that must be kept in mind as we move against educational deprivation.

1. The disadvantaged child becomes a noninvolver. Because he is not equipped to handle the regular school program and because schools too often have not adequately provided for him, he is faced with almost constant failure. He reacts by withdrawal, he does not want to become involved in the school program because he fears repeated failure. Noninvolved children become noninvolved parents. These are the consequences of

family disintegration, relative normlessness, and social isolation. Sometimes the poor are seen to lack ambition but their weak sense of the future and their not setting goals comes about because their day-to-day living precludes worries of the distant future.

2. Poverty and the disadvantagement that it causes becomes a vicious circle. To paraphrase the words of President Johnson, five and a half million children are held behind their more fortunate schoolmates by the dragging anchor of poverty. Their continued exposure to educational disadvantagement, without relief, guarantees not only the perpetuation but an ever increasing incidence of poverty with all its implications for society as a whole.

3. There are implications that continued disadvantagement bears upon the race issues and tensions of our country. An increasing number of our Negroes are living in the major cities of our country where the percentage of poverty and educational disadvantagement is the highest. There are four Negroes to every white in the inner core of our major cities.[5] The recent riots in some of these cities is indicative of the growing disenchantment of the Negro with his poverty and deprivation. Racial tensions will not ease nor will their causes be eliminated until the poverty and educational disadvantagement cycles are broken.

4. The percentage of school dropouts is greatest among the poor and those considered educationally disadvantaged.[6]

5. The majority (85 per cent)[7] of our delinquent population (those violating legal norms) comes from the poverty-disadvantaged class.

6. Educational disadvantagement or retardation of educational development carries with it a much broader social and cultural retardation and represents a tremendous loss to America of needed human resources.

7. There is less emphasis by parents and environment on the mastery of small muscles coordination skills, even though general motor ability is normal or above normal in the disadvantaged child.[8]

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[5] Frost and Hawkes, *Op. Cit.*, p. 1.

[6] *Ibid.*, p. 3.

[7] *Ibid.*, p. 3.

[8] Hellmuth, *Op. Cit.*, p. 31.

8. There is a potent force in many disadvantaged adults of striving for direct gratification of the "dependent needs" and the relative inability to meet the needs of others.[9] The child of the slums becomes dependent upon society to supply his needs that are basic, e.g., the welfare programs. This perpetrates itself from one generation to another.

9. There is a maturational problem because the disadvantaged child moves through an invariant sequence of development at a highly variant rate.[10]

10. The foregoing consequences of disadvantagement all lead to a loss of productivity and human potential because the product of such an environment can present himself to a strictly limited vocational-occupational market.

Prevalency

It is difficult to determine the exact number of children in our nation that would be considered educationally disadvantaged. It would be equally as difficult to determine the extent or range of such disadvantagement. The degree of disadvantagement varies from one child to another, but the extent of this malady can be reasonably known. Frost and Hawkes, say, "In 1950 approximately one child in ten residing in our larger cities was disadvantaged. This ratio is now about one in three, and by 1970, one in two, unless the currently developing programs of compensatory education are successful."[11] This is confirmed by Deutsch when he says, "Currently, forty to seventy percent of the total school population in our twenty largest cities consist of children from marginal economic and social circumstances. By the time these children reach Junior High School, sixty percent are retarded in reading by one to four years."[12]

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[9] *Ibid.*, p. 25.

[10] Frost and Hawkes, *Op. Cit.*, p. 7.

[11] *Ibid.*, p. 1.

[12] Martin Deutsch. "Social and Psychological Perspectives on the Development of the Disadvantaged Learner," *Journal of Negro Education* (Summer, 1964), p. 234.

THE DISADVANTAGED AND THE SCHOOL

"The disadvantaged child is retarded before his entry into school."[13] This is the opinion of Frost and Hawkes and certainly presents a bleak picture for the present educator. These children simply are ill equipped to handle the regular school program--mentally, physically, emotionally, and experientially. They do not reject the schools; the schools simply do not provide adequately for them. The child must be ready to cope with the classroom environment--mentally, physically, emotionally, and by having been exposed to experiences that sharpen his perceptual capabilities. In the past, schools felt that they did their duty by offering the same basic education to everyone, but breaking the disadvantagement cycle has become more urgent and essential in order to provide an equal, quality educational opportunity to all children.

The public school has often been termed the healer of great social divisions. One nation was made out of many communities of foreign origin by the public school. Today, difference in levels of opportunity, rather than a difference in national origins, is the great divider. Again the schools are called upon to act as healer, because the capacities of the disadvantaged are at stake as are the reactions to racial, social, cultural, economic and even physical differences on the part of all. The difficulty is compounded actually because of attitudes toward the colored; it is a form of social caste system--a social slavery. Administration in suburban schools is teacher-parent-community centered; in disadvantaged areas it is child-need centered--food, health, even clothing. There is a correlation of children's needs to academic and behavioral difficulties.

Schools are to be responsible for enabling the youth, independent of social origin, to acquire the knowledge and skills necessary for full participation in our democratic society. To this must be added the emotional and aesthetic growth that is essential to living more deeply than mere participation in society. These disadvantaged children have potentials and capacities for far greater achievement than they are commonly believed to have, but these potentials are not being developed and the schools must do their part in helping that development.

IDENTIFYING NEEDS AND PROBLEMS

It may seem that, up to this point, we have been discussing nothing other than the various problems and their consequences that are associated with educational disadvantagement. To emphasize once again, we must know what the causes of disadvantagement are, what problems are associated with it, and what are some of the consequences before we can adequately deal with disadvantagement. Therefore, for the purpose of being concise let us specifically identify some of the pressing needs and problems that must be considered in any program of help to the educationally deprived if it is to succeed.

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[13] Frost and Hawkes, *Op. Cit.*, p. 7.

Needs

1. We must have the proper attitude toward the education of the disadvantaged child--an understanding of his environment, an avoidance of the idea that he cannot learn or that he will be a slow learner. Teacher expectation can definitely aid learning. Don't label the child a "loser."

2. Avoid over-simplification that categorizes all disadvantaged into one group. Each child's disadvantagement is unique because he is unique, his environment is different, and his abilities are different. Some teachers feel that because the child lives in a dirty, crowded environment and plays in a violent street that he must be treated with harshness and a heavy hand. Other teachers go to the opposite extreme and feel that all he needs is love, affection, and acceptance. Teachers must be prepared to work in this area who will understand and be able to relate to the child. Training teachers for the disadvantaged is a pressing need.

3. There is a need to find a way in which the disadvantaged can be identified and helped without being openly labeled as such. This labeling gives a feeling of inferiority and is a form of segregation. There is needed a noncompetitive educational program or competition on a level at which the child can succeed.

4. More research in all aspects of the education of the disadvantaged is needed.

5. There is needed a program of adult or parent education because treating the child without treating the environment will lead to little success. This calls for true involvement by parents and adults, not just education per se. There is needed an environment that will favorably influence the child--beauty, values, goals, etc.

6. There are the various needs of the individual child himself:

    a. Physiological needs--hunger, thirst, activity, rest, etc.

    b. Security needs--release from repressive anxiety.

    c. Affective needs--love, acceptance.

- d. Esteem needs--social, cultural and occupational approval.
- e. Self-actualization--a strong self-image that is a valid ego structure, creative self-expression, climate of freedom to become what he truly wants, and reasonable self-determination.

Problems

1. Not all the disadvantaged can be served immediately. How can we limit the initial program for the greatest impact while still structuring it for follow through, breadth extension, and depth? Or should the initial attempts be aimed at as many of the disadvantaged as possible?
2. What kind of value system are we going to try to help the disadvantaged develop?
3. How can we attack these specific problems:
    - a. Physical impairment?
    - b. Depressive concept of reality?
    - c. Inadequate perceptual stimulation--deprivation of healthy stimuli and noxious overstimulation--and emotional overstimulation?
    - d. Poor attitudes toward authority and discipline?
    - e. Poor verbal communication?
    - f. Survival and defense mechanisms that preclude modification?
    - g. Noninvolvement in school, civic, and cultural affairs?
    - h. Dropouts among the disadvantaged?
    - i. Delinquency among the disadvantaged?
    - j. The social and cultural retardation that accompanies and is a consequence of disadvantagement?
    - k. Motor underdevelopment?
    - l. Dependency and inability to satisfy others' needs?
    - m. Reading disabilities and other academic deficiencies?
    - n. Maturation impairment?
    - o. Vocational-occupational inadequacies?

This list is not meant to be exhaustive or all inclusive but we believe these are the important needs and problems that must be faced if the disadvantaged are to be truly helped. A realistic approach, filled with optimism and determination, offers a greater possibility of success than one that is a shot in the dark, that doubts whether it can succeed, and that is therefore filled with apprehension.

THE DEPARTMENT OF PUBLIC INSTRUCTION: PROGRAMS AND SERVICES FOR THE DISADVANTAGED

The Wisconsin State Department of Public Instruction, as the statewide professional educational service agency, exercises state responsibility for education. Its structural organization can be seen on the following page; this will help to give an explanation of the programs and services that are available. It must be kept in mind that many of these programs and services are overlapping. The grass roots work with the disadvantaged in Wisconsin is done in the local schools. The functions of the Department of Public Instruction are advisory, consultative, supportive and so on. This must be kept in mind as we examine the Department's involvement in the education of the disadvantaged.

E.S.E.A., TITLE I

This program, funded by the Federal government, is aimed directly at the educationally disadvantaged and is to be administered by the State and local educational agencies. Wisconsin's 1967 annual Title I report shows evaluation of 368 projects (88 per cent of all the projects) and involves 146,237 children from both the public and private schools. There were three distinct achievements:

1. Extended Reading Service. These services were not remedial (which is mending identifiable weaknesses) but were broadly based and had the greater impact of positive changes in behavior. There was concern for building reading skills, stimulating interests in reading, and developing facility for oral communication using resources of the immediate environment for discussion. Using this verbal formation the children were guided to the written word.

2. Enriched Experiences. There is the caution that enriched experiences can be a catchbasin for educational waste. We used "cultural experiences" integrated into the school program and coordinated with development of verbal and written communication. In this way the child's life was enriched. Enrichment is difficult, if not impossible, to measure--for example, the psychological uplift from firsthand experience and the gradual development of a healthy self-image.

3. Home Contact and Social Work. Home contact-social work is used here in the generic sense not the strictly professional. This is a key factor because the personnel involved in this service could therefore be those with greater rapport and empathy toward the families targeted as being disadvantaged than those of the strictly professional. The major purpose and the major accomplishment in this service was to bridge the communications gap which existed between the Title I family and the school.

The services of the State Department of Public Instruction to the local school agencies were the following (Title I):

1. Project Development. Five professionals, four consultants (supervisors), and an administrator were made available to the local school agencies for project development. The Department helped to stress the five basic needs that Title I was designed to fill:

    a. Need for a better self-image.

    b. Need for a strong ego structure.

    c. Need for enriched experiences (personal, beyond the home and school).

    d. Need for cultural development.

    e. Need for success in school (reading, communications, medical and dental health, parental involvement, and the academics).

    The State Department of Public Instruction, the D.P.I., also aided the local schools in focusing on the target (the disadvantaged) without identifying them by ability--the basic tenet being to direct these children into the mainstream of school and society. The D.P.I. helped the local educational agencies (LEA) to work a coordination of needs, objectives, implementation, and evaluation into the project structure and administration.

2. Project Evaluation. Evaluation workshops were arranged; the D.P.I. hosted a five-state regional meeting of State Educational Agencies' evaluation personnel and offered a major contribution by having Item 13, Form OE 4305, revised. This provided for internal consistency in describing the project.

3. Information Dissemination. Title I staff of the D.P.I. conducted a series of information dissemination conferences around the state, and served as consultants during a summer session on the Federal Programs Institute at Wisconsin State University-River Falls.

4. Staff Utilization and Development. The D.P.I. stressed the importance of upgrading local staffs because they were considered the key to quality Title I projects. The D.P.I. system of certifying teachers was upheld in Title I programs and all Title I teaching staffs were screened through the D.P.I.'s Certification Division. In all inservice meetings, workshops, and consultations, the Department stressed the desire for teachers to use Title I stipends to attend colleges and universities offering courses on teaching the disadvantaged child.

5. Involvement of Nonpublic School Children. When discussing the project designs, the D.P.I. sees Title I as being comprehensive in intent. Emphasis was placed upon nonpublic school participation in both student and in staff professional areas.

E.S.E.A., TITLE II

Title II is the School Library Resources, Textbooks, and Other Instructional Materials program. In the administration of this program, emphasis was given to local schools to include in their requisitions books and materials which would help to supplement Title I projects. This was especially evident in areas of high concentration of disadvantaged children. Consultation was provided to make this more effective.

E.S.E.A., TITLE III

While Title I has as its target population the disadvantaged, Title III has no single target population at all. This Title supports new and imaginative projects in education. The benefits of this Title to the disadvantaged are therefore not direct, but are from the individual projects themselves. The D.P.I. helped to formulate some of the projects as consultants and advisors. Several of the projects were aimed directly at the disadvantaged; others were indirectly so. A list of the projects from which the disadvantaged derived benefit is the following:

1. A mobile diagnostic reading laboratory and corrective teaching procedures for students with reading problems.

2. Pupil-personnel services to equalize educational opportunities.

3. Instructional materials center for teachers of special education and handicapped children.

4. Facilities and programs for primary-age children with learning or behavior problems who do not fit into conventional special education programs.

5. Demonstration centers in convenient locations of the inner city (Milwaukee) to provide innovative mental health services.

6. A multi-disciplinary approach to identification, diagnosis, and remediation of educational disabilities.

7. Program employing interdisciplinary teams to provide services in mental health and diagnostic teaching for children with emotional disturbances or special learning disabilities.

8. Development and implementation of an operational individualized-instructional program for the Menominee Indians.

9. Outdoor education for handicapped children.

10. A tutorial program to provide remedial instruction for children with special learning disabilities.

11. A study of assessment of the unmet needs of slow learners at the secondary level and the development of a comprehensive special education curriculum.

12. Determination of the special educational needs of a rural area and the development of a full-range special education program.

13. A planning grant for a comprehensive special education instruction and materials center within the Milwaukee area.

14. A planning grant for innovative methods promoting the advancement of creative teaching for orthopedically and multiple-handicapped children.

Migrant Education

The Wisconsin State Department of Public Instruction, acting as an educational agency, wrote a Title I proposal for a project of aiding the migrant laborers' children while they are here in this state for the summer seasonal work. This program covered nine school districts and enrolled 588 migrant children. An identification was made of the most pressing needs of the migrant child. Five such needs are:

1. Remediation of identified problem areas (motor skills, visual acuity, and aural perception).

2. The need for successful learning experiences.

3. The need for fluency in both English and Spanish.

4. The need to explore a wide variety of enrichment materials.

5. The need for continuity in educational programs.

There was limited testing for objective measurement, and programs were established both according to the needs and the objective measures. Fifteen of the D.P.I. professional staff participated in inservice meetings with the teaching staff. There was an interrelationship with other Title I programs and there was coordination with other agencies and programs offering assistance to the migrants. The 1967-68 project was fully funded at $308,961.00.

Division for Handicapped Children

All handicapped children are educationally disadvantaged to the extent that their handicap restricts normal educational growth and development. The Wisconsin State Department of Public Instruction's Division for Handicapped Children expends all of its time and staff on the education of these disadvantaged. The structure of the division includes the Bureau for Special Education and the Bureau for Crippled Children (see the previous organization chart). The Bureau for Special Education administers the state schools for the visually handicapped and the hearing handicapped, and has the sections for programs for the physically and the mentally handicapped. The Bureau for Crippled Children has the sections for field programs and for consultant services. This latter bureau includes Medical Services.

The Wisconsin State School for the Visually Handicapped recently revised several of its programs with emphasis on diversified methods, adding new classes, building new classrooms, reevaluation of its total care program, and the aid that it extends to local agencies working with the visually handicapped.

The Wisconsin State School for the Deaf also has extended its services. There is an increased use of speech therapists, the conducting of institutes for preschool hard-of-hearing children, rescheduling classes and using a three-track curriculum, the employment of eclectic teaching methods, greater use of rhythm and motoric-perceptual techniques, expanded library services, more psychometric testing, and the affiliation with four teacher-training centers.

The Mentally Handicapped Programs Section has employed several new supervisors to encourage multiple approaches and has established structures for the use of itinerant teachers, resource rooms, clinical teachers, and work-study techniques. All of these innovations are designed for the emotionally disturbed children with special learning disabilities and are aimed at increasing the child's chances for educational growth and the return to the regular school program. We might mention here also that there was an expansion of the preprimary program with full day training services for the mentally retarded along with the development of curriculum materials designed specifically for the MR. The division's staff working in the area of education of the mental retardate works in close relationship with other local agencies in the same field, and conducts many inservice programs. There has been, in the speech correction program, a greater emphasis placed on language development.

There was noted in the recent past that the Bureau for Crippled Children is handling fewer cases of crippling from polio and birth defects along with fewer cardiac patients. All of these reductions are due to advancement in the medical sciences. This gives the Bureau more opportunity to work with children crippled from other sources, especially from cerebral palsy.

Title VI, which is an amendment to E.S.E.A., zeroes in on innovation in the area of special education. All projects must be for the handicapped. Last year the Department of Public Instruction, through its Title VI program, operated 17 LEA projects at a cost of $181,104.00 and two state projects at a cost of $91,835.00. These projects included special education materials centers, aid to local districts to assess their needs, direct service to multiple handicapped programs, a project in an orthopedic school, a project involving a speech therapist-aide, an evaluation project for severe learning disabilities, and preschool deaf and deaf MR programs as well as a program of studying language deprivation among mental retardates. There was an inservice driver's education project for teachers of the mentally retarded, a program to evaluate pupil development, and an inservice training program involving 83 teachers in the 1968 summer school session in addition to a one-week inservice training program for 20 teachers new to the field of mental retardation.

Wisconsin is a leader in the education of the handicapped and, with these projects, their scope and intent, it is easy to see why.

The Division of Instructional Services

The Division of Instructional Services offers to the education of the disadvantaged child an extensive, well-trained professional staff. Its services, rather than its programs, are utilized by all the programs aimed directly or indirectly at the disadvantaged. It aids Titles I, III, VI, NDEA, the Indian schools, the state schools for the blind and deaf, the Bureau for Crippled Children, and local agencies with recommendations, evaluation, and consultation. It is in this division of instructional service that the D.P.I. does the work of improving the educational services available to all children and teachers.

The staff of the Division of Instructional Services recommends to the LEA the establishment of special classes for the disadvantaged. It emphasizes the range of mental age being three and a half years, from 4-1/2 to 8 MA when the child enters school. This means that the teacher must recognize educational disadvantagement and realize that some children will progress at the rate of 1 MA year per annum, others less, and still others more. It is precisely in this area that the D.P.I's consultative services are most effective to help prevent educational retardation. The Division encourages local educational agencies to work at keeping all children in the mainstream of educational progress and lends assistance wherever and whenever needed to fulfill the goal of meeting all the needs of all of the students.

The Division of Instructional Services offers general consultation on the teaching-learning process and offers special consultation in any subject area with its specialist supervisors. There is available consultative services for curriculum, all regular school programs, guidance consultants for social and psychological work, safety education, driver's education, vocational education, science, conservation and outdoor education, business education, preschool, and many others. New curriculum guides were developed in several areas which get at all ability levels, motivation, involvement, and models for thinking and problem-solving. There is also a Headstart Program consultant available in coordination and cooperation with the State Technical Assistance Agency for the Office of Economic Opportunity programs. There is proposed an occupational comprehensive vocational school in Milwaukee inner city. This will provide work experience programs.

Other Departments of Public Instruction Services

The Division of State Aids within the Department of Public Instruction carries a program of service and scholarship to Indian Education. The services of the entire department are available to schools with large enrollments of Wisconsin Indian children. Since 1947, there are no longer Bureau of Indian Affairs Schools so the State D.P.I. services and programs are thus available. Part of the work in this area is to provide scholarships to capable, needy Indian students. To date, there have been 241 college scholarships used.

The Division of Library Services has sponsored and stimulated a variety of far-reaching programs for disadvantaged groups. These programs are operative not only in the Instructional Resource Section and the Reference and Loan Service but also in the Public Library Development Section of the Division. Many of the programs receive federal funding under the State plan for Library Services and Construction Act.

The Milwaukee inner city benefits from a neighborhood type of library service program which is innovative and operated by the Milwaukee Public Library. A community librarian, sensitive to the disadvantaged and their needs, brings service to the poverty areas. Especially effective in reaching children, the program included a concentrated effort at reaching, block by block, the parents in the home as well as the children in the streets. Curbside movies and story hours supplemented the book service.

Migrant groups in Door County and Dodge County have received special summer public library services. Both were children's programs. There has been also an all-out effort to improve library service to the Indians of Menominee County. The Library Services Division co-sponsored a National Library Service program titled "Serving the Unserved."

The Division of Field Services provides help to agencies working with the education of the disadvantaged through its programs for transportation and its lunch programs.

The Division of Teacher Preparation and Certification offers its teacher certification services to programs of education for the disadvantaged. This division disseminates information on teacher training institutions and approves programs for teacher training. This, therefore, includes programs for training teachers to work with the disadvantaged child.

SOLUTIONS TO PROBLEMS RAISED

Not all the disadvantaged can be served immediately. How can we limit the initial programs for the greatest impact while still structuring them for follow-through, breadth extension, and depth? Some possible solutions would be to aim the initial programs at those with the most serious problems from the areas of highest disadvantaged concentration, and limit the initial programs to ages 3 to 8 so schools can deal with children during their most formative years. When this concentrated effort is made, then children may more readily take their place in the mainstream of the educational program.

What can we do for the children for whom these opportunities have come too late? The prevocational education can be shifted from that part of the school program to the organizing center of learning experience--in other words, track them into a special prevocational program not expecting them to compete with their schoolmates in the regular school program.

What kind of value system are we going to try to help the disadvantaged child to develop? Basically the values are self-actualization, human relationships, economic efficiency, and civic responsibility. How this will be accomplished will depend upon how closely the programs are designed to fulfill specific objectives.

The list of specific problems discussed earlier in this paper--physical impairment, depressive concept of reality, perceptual development, attitudes, verbal communication, dropouts, delinquency, motor development, and all the others--will best be solved by projects designed to treat them indirectly at least. Perhaps these will best be answered by the position that the Wisconsin State Department of Public Instruction takes on the future of educating the disadvantaged.

THE DEPARTMENT OF PUBLIC INSTRUCTION AND THE FUTURE OF EDUCATING THE DISADVANTAGED

The Wisconsin State Department of Public Instruction takes the following positions on the education of the disadvantaged:

1. Create a climate of succeeding. Success is one of the greatest stimuli to human endeavor. Educationally disadvantaged children in the average school setting find little opportunity for success simply because of the imposition of standards of achievement beyond their capacity to achieve. Achievement standards must be set for each disadvantaged child and his success judged according to those standards until that individual child is capable of handling the regular school program. Education must be viewed as a permanent state of progress.

2. Each disadvantaged child's problem must be clearly delineated, then objectives established, and a master plan developed that will marshall all of the resources available to zero in on the problem.

3. The focus will be on programs of development rather than on equipment and materials; these must implement the program not vice versa.

4. There must be a shift toward programs treating the preschool disadvantaged child to prevent his entering school already educationally retarded.

5. There must be meaningful involvement of the parents of the disadvantaged child. Unless we effect the home environment, the programs will have the limited success of treatment while sending the child back into the environment that fosters the disadvantagement.

6. There must be a more effective way of assessing programs because many of them, less successful in improving academic behavior while being highly successful in changing attitudes and other behaviors, are not easily measured.

7. There will be a greater use of paraprofessionals from the learner's environment to enhance the programs.

8. Research is needed to explain the apparent inability of some children to make normal academic progress. We must know what we are attacking before effective programs can be designed for these "shadow disadvantaged."

9. Teacher training institutions must develop programs complete with curriculum, methods, and motivation for teaching the disadvantaged. Teachers have expectations that the disadvantaged child will not learn or cannot. There will have to be teachers trained who understand the environment and the child and who will be dedicated and committed to this tremendous task.

10. Minorities must be treated with fairness and accuracy in the teaching about minorities--truth and realism.

11. Emphasis will be placed on building a self-image and a strong ego structure. Administrative-leadership behavior that helps to achieve this includes: elicit, don't impose; personalize, don't formalize; unify, don't divide; exemplify, don't contradict; and reward, don't punish.

12. The child who is disadvantaged, must be led to meaningful interaction with others and with his total environment.

CONCLUSION

While some of the above mentioned positions seem abstract, it must be remembered that the grass roots work with the disadvantaged is done on the local district level. Final responsibility for effective programs is at the local school district level. This requires a sense of social responsibility. It is also important to realize that experience shows that continuous mediation by other agencies is often helpful in getting effective programs and working relationships established. These other agencies must have the authority to apply sanctions in order to insure the programs achieve their objectives.

The State Department of Public Instruction, in its capacity as a legislative and service arm of the state, has risen to the challenge of many educational problems in its history and has been instrumental in bringing about much constructive change.

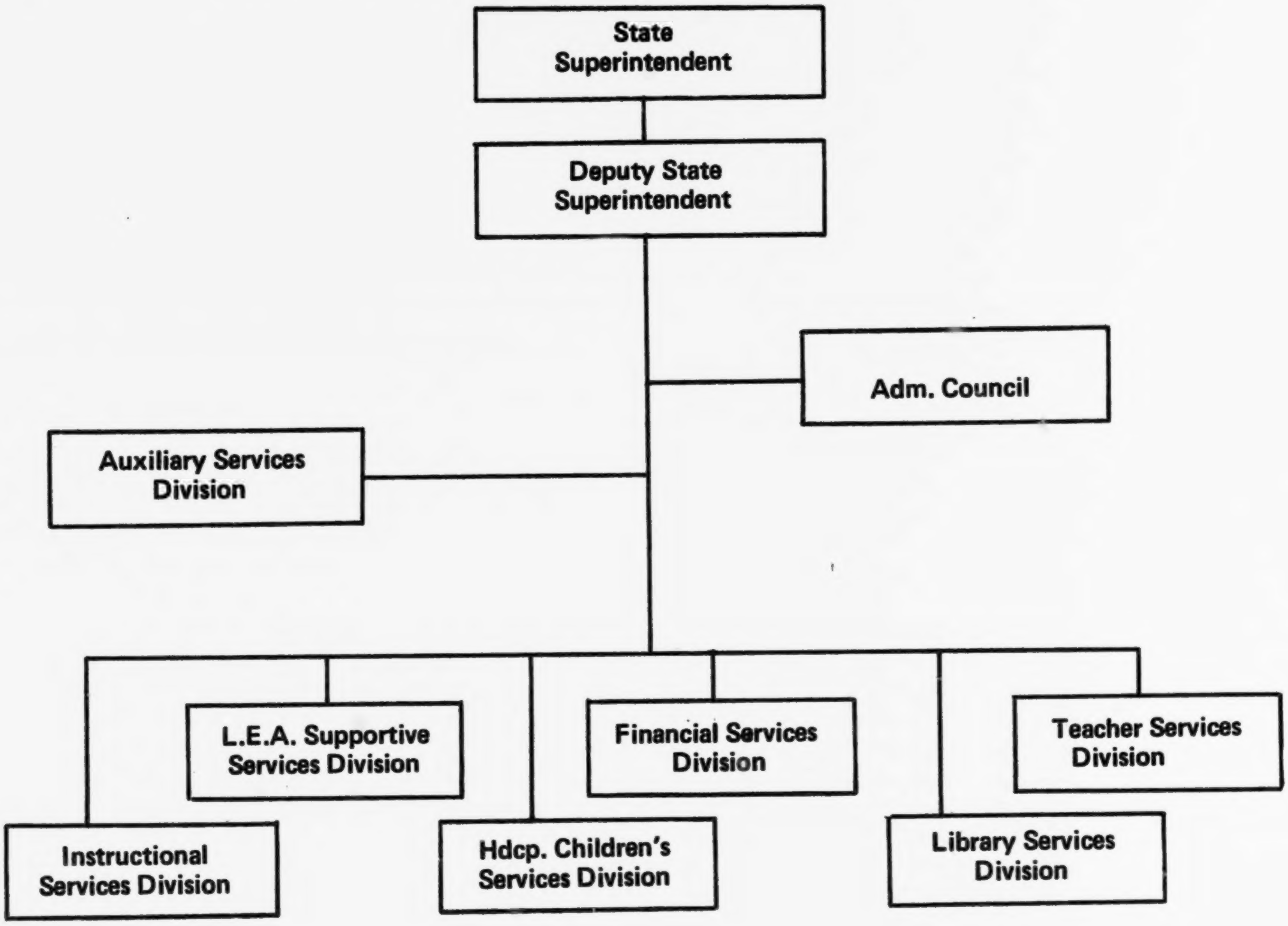
Today, largely because of or as a result of the many federally funded programs, the Department of Public Instruction is better equipped and better staffed than ever before. The wide variety of new programs has necessitated the addition, to the staff, of many new positions including administrative, technical, professional and nonprofessional. The D.P.I. will continue to use its staff and resources to aid the LEA in their programs and in projects to best fulfill the needs of the children who are disadvantaged.

While the impact of the various federal programs has been such as to focus attention on needed change in education, there still remains much to be done before equality of educational opportunity is achieved. Unfortunately, because of the limitations of federal fundings, compensatory services have necessarily been restricted to less than 50 percent of those youngsters who qualify as educationally deprived. The remainder, some 50,000 or more children, must be bypassed in the process of selecting those most educationally disadvantaged.

It is imperative that these services be made available to all in need of them. To achieve this end it is essential that all resources--administrative, technical, and financial--be channeled through one capable and responsible agency.

The State Department of Public Instruction is that agency. The record of the department in meeting the responsibilities imposed upon it by the new federal programs attest to that fact. It can be most effective in meeting the needs of all educationally deprived youngsters only if it has the full responsibility for planning, and administering, the total educational program in the public schools, including special compensatory programs for the educationally disadvantaged. We want every child, regardless of capacities, to have every opportunity to reach his maximum potential.

DEPARTMENT OF PUBLIC INSTRUCTION ORGANIZATIONAL CHART


State Superintendent
Deputy State Superintendent
Adm. Council
Auxiliary Services Division
L.E.A. Supportive Services Division
Financial Services Division
Teacher Services Division
Instructional Services Division
Hdcp. Children's Services Division
Library Services Division

INFORMATIONAL REPORT

MOBILIZING TO INCREASE HUMAN POTENTIAL
THE ROLE OF THE STATE'S BUDGET AND PLANNING STAFF

Wisconsin Department of Administration

INTRODUCTION

In November 1968, the Department of Administration will present the Governor-elect with 1969-71 budget requests from 41 separate state agencies. It is expected that five of seven educational agencies, and at least two of six agencies in the human relations and resources area, will present dollar requests to improve the condition of Wisconsin's disadvantaged population.

In the education area alone, the Department's budget and planning staffs have knowledge of new or expanded programs for educating the disadvantaged which total $17.2 million. The request is 31% greater than the entire amount appropriated in 1967-69 for state aids for local vocational technical schools. It is about $5.1 million more than we expect to spend for operating the Wisconsin Department of Agriculture in 1967-69 and $4.0 million more than we expect to spend for providing scholarships to Wisconsin residents and operating state parks in 1967-69.

The outpouring of ideas, concepts, approaches, solutions, "pilot" projects and "techniques" for educating the disadvantaged has been staggering. Last August, when the University of Wisconsin reviewed its program plans for serving the disadvantaged, it described eight major projects which would employ 205 faculty members and assistants and utilize over $668,000 in capital equipment and instructional supplies. A casual glance at the full spectrum of programs proposed by all educational agencies would feature pre-vocational training centers, special tutorial and scholarship programs, special programs to identify and support graduate students, summer programs to prepare disadvantaged students for college work, minority group curriculum orientation, compensatory education, special programs for the low income and disadvantaged, and several more.

The Department of Administration, because it plays a key role in the preparation and presentation of the state budget, had to find ways to grapple with the complexities and intricacies of the program proposals. Those who are reading this paper after digesting the documents supplied by the University, State Universities and other educational agencies can appreciate the problem at hand. It requires more than adding up the dollar costs and transferring the totals to the Governor and legislature. Quite simply, someone must sit down and pass judgments on the proposals: which ones are worthy, which are not; which programs will work and which must be disregarded; which criteria are useful to measure success and which are meaningless; how much can we invest and how much is beyond our financial capabilities.

Such decisions can only be made with careful deliberation. One of the major reasons for holding the Conference on Increasing Human Potential Through Educational Change is to deliberate on the multitude of ideas at our disposal and hopefully to reach some recommendations regarding public policy for educating the disadvantaged.

It may be necessary at this point to further justify our Department's involvement in and interest in the conference. We are involved because intelligent budgeting and planning requires us to have the fullest possible program information. More than this, it requires us to discuss and assess whatever program alternatives may be brought forth. We expect that both information and alternatives will be plentiful at the conference. Regarding our interest, we want it clearly understood that our Department has no interest other than helping to develop the best possible policy alternatives in this area.

Both the Coordinating Council and the Department of Administration began working months ago to identify the root causes of why people are educationally disadvantaged and where these people are located. Primarily through the labors of two able staffers within our Department, we have developed a mass of data relating to these questions, and in addition, we have advanced some thoughts on motivation as a factor in educating the disadvantaged.

Although the major interest of persons attending the November conference will be education, our Department cannot stop with this. It is our responsibility to examine all budget requests and determine the relationships between all programs serving the disadvantaged. Fundamentally our responsibility is to bring together all budget requests that may affect the educationally and economically disadvantaged and determine the probable outcomes of each, recommend the time phasing of each program (for example, should programs for potential graduate students from the economically disadvantaged spectrum be phased in at the same time, earlier, or later than inspection of migrant labor camps), and prepare and present alternative "bundles" of programs which will reach different, but compatible, goals.

It is important to recognize that this process will not provide education, or health and social service, or any other single program enthusiasts with all they may have hope for. However, we believe the application of systems analysis techniques to the problems caused by poverty, lack of education, low income, job and housing discrimination, and the other ills besetting the state is the only possible technique which can give us reasonable, acceptable cost answers. To look at educational, health, and other problems of the disadvantaged without seriously considering the relation and impact on other problems would do a serious, and costly, disservice to the state's taxpayers.

The following pages are devoted to entire extracts from two major reports recently completed by personnel of the Department of Administration's Bureau of Budget and Management. Mike Harder, a member of the Bureau's Educational Resources Section, is chief author of the recent Tarr Task Force Report, "School Aids for Educationally Disadvantaged." References to this report are denoted by "Tarr Task Force School Aids Report." Phil Salisbury, member of the Research and Development Section, has produced a comprehensive compilation of state and national statistics defining the parameters of poverty (complete with implications for the state) entitled "Poverty In Wisconsin: A Problem Definition," denoted in this report as "Poverty In Wisconsin."

FACTS AND DATA

Poverty and Education

Poverty and insufficient education are so intertwined that it is nearly impossible to determine which is the cause and which is the effect. The existence of this fact makes it mandatory that educators give careful thought to job and career training for the disadvantaged. One of the startling facts uncovered by Departmental research efforts was the existence of approximately 582,000 Wisconsin family heads with less than a high school education in 1960. In 1970, it is estimated that some 257,000 in the poverty category may need the special attention of Wisconsin's educational system. The relationship between education and poverty is delineated in the following excerpt from "Poverty In Wisconsin":

The relationship between education and poverty is actual as well as intuitive. Table 1 (Appendix, p. 491) indicates the strength of the relationship. There is a steady decline in the incidence of poverty as educational level increases. Those with less than a high school education were the most likely to be in the poverty category. The relative decrease in the incidence of poverty with increased education suggests to the decision-maker that the portion of the population most in need of any types of educational services are those at the lower end of the educational spectrum. It also points to the need to maintain individuals within the school system to a certain level and/or see that they are gainfully employed once leaving the system.

In 1960, the state had the following numbers of individuals of 25 years and older in given categories:

Amount of Formal Education	Number	Percent
No formal education	22,775	1.0
1 to 7 years elementary school	364,103	16.7
8 years of elementary school	542,597	24.9
1 to 3 years of high school	342,260	15.7
Total less than high school	1,271,735	58.3

The large number of individuals in Wisconsin with less than a high school education in 1960 and the high incidence of poverty among family heads with low educational attainment indicate that a significant amount of poverty in the state was attended by low educational level. About 582,609 Wisconsin family heads had less than a high school education in 1960. If the 1963 United States incidence rates relating income and education are applied to the 1960 census data for Wisconsin, approximately 166,470 family heads (28.6%) were earning below $3,000 per year. While this is a rough estimate, these relationships suggest improvement of general levels of education with a concentration on those with low attainment levels as a possible policy direction in efforts to reduce poverty.

Tables 2 and 3 (Appendix) demonstrate the relationship between educational level and yearly income and between educational level and lifetime earnings. Again the expected pattern occurs. As educational level rises both yearly income and lifetime income increase.

In addition to the urban, rural, and age differentials in educational attainment, there is another dimension of the problem. Educational attainment levels of the non-white population are indicated as being generally lower than those of the white population by 1960 census data for the state (Tables 4 and 5, Appendix).

Looking on to 1970 there will be a significant number of individuals from poverty or near poverty circumstances in age categories that make them available for educational programs in the state. The data suggest that the well-being of these individuals will depend to some extent on how long they participate in the educational system.

	Circumstances	
	Poor*	Near Poor**
Preschool (0-4 years)	24,064	24,440
Elementary and secondary (5-17 years)	74,048	75,205
College age (18 to 24 years)	29,504	29,965
	127,616 +	129,610 = 257,226

*Number of persons who singly or in families which can only afford to purchase food containing minimum diet requirements and minimum other necessities of life. The dollar requirement for this was $1,634 in 1966 (per person).

**Same except the dollar expenditure in 1966 was $1,986 per person.

Poverty, Employment, and Education

Extracts from "Poverty In Wisconsin."

"In Wisconsin, in 1960, the occupational concentrations of individuals with incomes less than $3,000 were in farming, farm labor, household service, other service, and nonfarm labor occupational groupings" (See Table 6, Appendix).

"The effects of movement of the economy towards and away from full employment have been studied. As the economy moves towards full employment, the income of Negroes rises proportionately more than the income of whites. The equalization, however, does not continue once full employment is reached. A fall in employment levels has about twice the effect on Negro incomes as on white incomes. During periods of decrease in employment, Negro incomes fall about twice as fast as white. Economic expansion and recession have a certain influence on the amount of unemployment of both whites and minority groups. Those that are unemployed are frequently in poverty or low income circumstances.

"There are barriers to employability other than a less than full employment economy and slack labor markets. Highly structured labor markets, with standardized wages and job selection requirements, work against those who have low educational and skill levels. While these markets provide wage equity, they may discriminate against those who lack formal requirements for a job. The degree to which the employer holds to these formal requirements can influence employment levels.

"A barrier, accompanying the structured labor market, appears to be discrimination. The lack of significant numbers of Negroes in white collar jobs (See Table 7, Appendix) and the lower salary levels of Negroes as compared to whites with equal educational attainment levels point this out. This demonstrates the need as well as underlines the difficulty of improving job status for the Negro and other non-whites."

Distribution of Poverty Groups in Wisconsin

Extracts from "Poverty In Wisconsin."

"In Wisconsin there were 627,321 people, or 15.9% of the population, at the poverty level in 1960. If, however, both the population below poverty level and below the low income level are counted, 947,740 people, or 24% of the state's population, are found within those categories (See Table 8, Appendix).

"In terms of absolute volume, the greatest numbers of individuals are found at both the poverty and low income levels in urban areas. The rural nonfarm and the rural farm categories are next in order in terms of number of persons below the poverty and/or the low income levels. It should be noted that the total of persons in situations of rural poverty (328,227) exceeded the total number of individuals in poverty in urban situations (299,094).

"This situation creates somewhat of an administrative dilemma if an attempt to establish priorities is made in the treatment of poverty by general geographic division. The greater incidence of poverty among rural farm and rural nonfarm populations points to these groups as ones which should receive priority treatment. Yet rural geographical dispersion versus the geographical concentration and absolute size of the urban poverty population makes provision of certain types of services for the rural population secondary. Despite these difficulties, however, the 1960 Census data gives some indication that there are significant numbers of people in poverty in all parts of the state.

"The percentage of non-white or minority group families below the poverty level is much greater than the percent of whites below the poverty level (See Table 9, Appendix). The large portion of the non-white population below the poverty level emphasizes these groups as a necessary focal point of efforts to reduce poverty.

"In the State of Wisconsin, there are three minority group populations of significant size: Negroes, Indians, and Spanish Americans. Available information on the size of minority groups in the State of Wisconsin has been assembled in Table 10 (Appendix).

"The trend is toward an increase in the minority group population. Minority groups represented 2.35% of the population in 1960 whereas they represent an estimated 3.15% of the state's population in 1968.

"The largest identifiable minority group in the state are Negroes. In 1960, Negroes represented 1.9% of the state population. Seventy-five percent of the Negroes were located in Milwaukee (See Table 11, Appendix). In 1968, the Negro population is projected as being 2.3% of the state population. An urban concentration of this population is expected with an estimated 85% of this population in Milwaukee. Sources of this increase are not identifiable. Yet it is projected that, while a natural increase rate of 1.0% will be prevalent in the state, the rate of increase during fiscal year 1969 for minority groups will be 3.2%."

State Aids for the Educationally Disadvantaged

Higher education agencies in the state must be keenly interested in the operations of the state's local elementary and secondary educational system. High school graduates become the basic inputs to the state's higher education institutions and, upon graduation, enter professional positions in the state's manpower force.

The Tarr Task Force School Aids Report, extensively excerpted below, discusses the operations of Wisconsin's school aids program and its relationship to Milwaukee schools:

". . . In Wisconsin, the commitment to equal educational opportunity has been expressed through the equalization aspect of the school aid formula. Every study of the formula has indicated that it has served us reasonably well. The success people have in school varies between individuals. However, if there are groups within the state distinguished by economic, racial and social characteristics who are not being educated on a comparable basis with the rest of the population, equal educational opportunity has not been provided. This committee received testimony in Milwaukee that such groups exist. . .

"II. Evidence of the Problem

"A. Nationwide or Midwest Region

"The U.S. Congress asked the Office of Education to study the existence of this problem. The study, the Coleman Report, found that for every measure of achievement the results would be ranked in this order: White, Oriental, Indian, Mexican American, Puerto Rican, and Negro.

"Dropping out of school is probably the most extreme form of non-achievement. Compulsory education laws have reduced dropout rates for the early years. For all 16 and 17 year old children, the percentage of those still enrolled is 85% for whites, 77% for Negroes. The differences between white and Negroes is greatest in the nation in the metropolitan Northeast and Midwest, where dropout percentage for Negroes is three times that for whites (20% vs. 6%). Adding the factors of income and educational level of the parent to race shows still wider disparities.

"Achievement scores differ greatly in the Midwest. Remember these scores are for those still in school; many have already dropped out by twelfth grade:

GRADE LEVELS BEHIND WHITES*

	6th Grade	9th Grade	12 Grade
Verbal Ability	1.6	2.2	2.9
Reading Comprehension	1.7	2.2	2.5
Math Achievement	2.0	2.5	4.6

*Coleman Report, pp. 474, 475

"A very noteworthy fact can be observed above. That is, the difference between achievement of black children and white children grows during the school years. Some learning psychologists claim that, at the time of first grade, there is no meaningful difference in intellectual capabilities between racial groups. Others disclaim that possibility. There is not a clear answer at this time."

PERCENT ENROLLMENT OF 16 AND 17 YEAR OLD BOYS BY EDUCATION OF HEAD OF HOUSEHOLD AND FAMILY INCOME

Education of Parent	Less than 8 years				8 to 11 years				12 or more years			
Family Income	under 3,000	3,000-4,999	5,000-6,999	7,000 over	under 3,000	3,000-4,999	5,000-6,999	7,000 over	under 3,000	3,000-4,999	5,000-6,999	7,000 over
White	63.0	70.8	75.7	77.4	78.5	83.1	85.3	86.2	90.4	91.2	92.3	94.4
Nonwhite	71.0	73.2	73.7	74.1	79.1	81.0	79.4	82.5	83.0	85.2	87.2	88.4

ACHIEVEMENT IN MILWAUKEE SCHOOLS ACCORDING TO GRADE LEVELS: Grades 4, 6 and 8

	Expected by National Norms	ESEA* Schools	Non-ESEA Schools
Grade 4			
Language	4.2	2.95	3.85
Arithmetic	4.2	3.2	3.95
Composite	4.2	3.0	3.9
Grade 6			
Language	6.1	4.55	5.7
Arithmetic	6.1	4.7	5.6
Composite	6.1	4.6	5.65
Grade 8			
Language	8.05	6.0	7.6
Arithmetic	8.05	6.0	7.5
Composite	8.05	6.0	7.75

*Milwaukee Schools receiving funds provided by the Elementary and Secondary School Act, scores from 1967-68.

ACHIEVEMENT IN MILWAUKEE SCHOOLS ACCORDING TO RANKING: Grades 10 and 12

	Expected by National Norms	ESEA Schools	Non-ESEA Schools
Grade 10			
Science	50	20	47
Reading	50	20	41
Mathematics	50	21	39
Grade 12			
Social Studies	50	31	51
Science	50	32	56
Reading	50	30	49
Mathematics	50	33	52

"III. What Causes the Problem?

"Considerable research has already been done, the causes are clearer than the remedy. Many factors have come together to bring the problem about. Since Wisconsin has a dynamic formula which is designed to assure equal educational opportunities, the first place to look is why that formula has not provided equal educational opportunities.

"A. Resources

"The following factors seem to come together and explain why inequality of opportunity exists alongside our equalization formula:

"1. Equality of per pupil expenditures does not necessarily lead to equality of opportunity.

"All students are not equally prepared for school, nor does education have the same purpose for all. When many are disadvantaged or when students have less preparation for school or when more vocational educational education is required (usually costing about 35% more) then equality of expenditures will educate successfully some and not others. These kinds of students are concentrated in urban areas.

"2. Per pupil expenditures are lower among those who most need quality educational programs.

"Those on whom we should actually spend at a higher rate, the educationally disadvantaged, live in cities where we actually spend at a lower rate than elsewhere. As late as 1950, most schools with the higher per pupil expenditures were in large cities. This situation is now reversed throughout the nation, and in Wisconsin specifically. The example of Milwaukee shows:

COMPARISON OF MILWAUKEE AND ITS SUBURBS

Governmental Unit	Amount of School Expenditure Per Pupil	School Tax Rate
City of Milwaukee	$649	15.76
Glendale	970	13.42
Wauwatosa	965	12.31
Oak Creek	861	15.16
West Allis	766	12.48
West Milwaukee	766	11.24
Cudahy	753	15.36
Six suburbs above	852	12.87
12 other suburbs	776	18.54
All other suburbs	807	14.85

"3. The relationship of school to other local government financing systems is not accommodated by the aid formula.

"School districts are considered independently of other local units of government for tax purposes and for state aid purposes. Taxpayers, of course, feel the total burden of local taxes taken together. The taxpayers who are paying high taxes for other than school purposes are less able and less willing to finance schools at a high rate than are taxpayers who are paying little or no taxes for other local purposes. We know that the difference in tax rates for general purpose local government between large cities and other areas is great.

"In addition, the shared tax system enters in, enabling some communities to finance their entire general local government expense without even levying a tax, allowing many others to retain low rates. Without discussing the merits of the shared tax system the effect on school financing is clear. Because the poor usually live in the city, the shared tax system reduces the tax rates in those communities where the population is more well-to-do.

"The example of the Milwaukee metropolitan area shows these general relationships:

a. Those communities with the higher per capita valuation have the lower tax rates;

b. These communities are able to have a relatively higher per capita municipal budget;

c. It is also these communities that have the highest per capita shared taxes;

d. Also, these communities have the higher per student school budgets; and

e. Per student state aid is not clearly related, negatively or positively, with these factors.

"4. Per student property valuation loses its validity as a measure of ability to pay in urban areas.

"Home ownership or rent takes a higher proportion of a poor family's wealth than of others. Therefore, the tax on property in cities in its incidence on the population takes a higher portion of family income in the cities, where the poor live. Property valuation then becomes a less valid measure of ability to pay.

"B. Family Background

"Consistently, the social and economic status of the family has been highly related to achievement in school. Generally, it appears that the family characteristics which have negative or positive influence on achievement in schools are:

	Economic Security	Economic Insecurity
Family Stability	++	+-
Family Instability	-+	--

"More specifically, the family related causes of achievement or underachievement in school can be attributed to the following:

"1. Poor, rural, southern background.

"Achievement in school is the lowest in the south. The difference between white and Negro achievement is greatest and grows greater during the school years. Many of the educationally disadvantaged have this background, directly or indirectly.

"2. Attitudes.

"Motivation, self-esteem and the feeling that one's own efforts will produce results are important prerequisites for success in school. These attitudes have been a greater determinant to achievement in school than any characteristic of the school itself. These attitudes are also closely related to the socioeconomic status of the family.

"Interestingly, motivation in the sense of recognition of the importance of education - the expressed willingness to work, the desire to excel, etc. - is usually found to be stronger among black than among white children. Self-esteem is often described as deplorably low among those who are educationally disadvantaged. Others who have studied the problem in depth cannot discern differences in self-esteem between Negro and white children.

"There is a clear distinction, however, on a third attitude; the feeling that one's efforts will not be rewarded. This existence of this attitude is shown as a major explanation for the differences in achievement between black students and white students. Thus, this feeling of powerlessness is described by many, including the National Advisory Committee on Education of Disadvantaged Children, as the key to the solution of the problem. It has as its source a family history of deprivation, discrimination and the alienation of ghetto life and is a prime reason the inherent intellectual capabilities, high regard for education, and desire to succeed have not been translated into effort and achievement in school.

"3. The cultural clash of the school and the disadvantaged child: teacher training.

"People from different groups develop different styles of living, values, traditions, attitudes referred to as culture. Lower socioeconomic status groups have cultural differences which are readily observable. When long-term racial discrimination has provided a special degree of separation from the rest of society, culture develops differently from the rest of society's. The culture of the educationally disadvantaged differs in many ways and provides them both strengths and weaknesses.

"The starting point for educating the child is when he comes to school; to be successful teaching cannot conflict the goals or language of the child and must respect his culture and his person.

"Teacher training focuses on teaching the typical American student. One common complaint of teachers beginning in a school with many disadvantaged children is that they have had virtually no training or experience in teaching the disadvantaged. The Kerner Report summarized this problem well:

> This divergence of goals [between the dominant class and ghetto youth] makes schools irrelevant for the youth of the slum. It removes knowledge as a tool for groups who are deviant to the ethos of the dominant society. It tends to destroy the sense of self-worth of minority background children. It breeds apathy, powerlessness, and low self-esteem. The majority of ghetto youth would prefer to forego the acquisition of knowledge if it is at that cost. One cannot understand the alienation of modern ghetto youth except in the context of this conflict of goals.

"4. The involvement and support of the community and parents.

"The support of parents is essential for the school to be able to educate children. Every indication is that the parents of disadvantaged children have as high a degree of interest in and regard for education, or higher than other parents. Yet, significant hostility has developed between schools and parents. It is difficult for the school to educate without achieving the involvement and support of these parents.

"5. The development of intellectual capabilities and ghetto life.

"Much intellectual capability develops during the child's early pre-school years. Environment contributes substantially to intelligence. Personality, values and attitudes also develop during those early years. Many have speculated that ghetto life inhibits intellectual growth and personality development that would lead to success in school. There is some evidence that this is a factor but it is not clear. Increasingly, it has been found that cultural differences have been mistaken for deficits.

"6. Segregation.

> "Segregation has had a hand in producing all of the factors above. Segregation in school, whether *de facto* or *de jure*, continues that process. It tells the black child he is second class, it takes from the segregated black the opportunity to be stimulated by the model of children who are aculturated to the purpose of the school, it takes from the white children an understanding of children from other backgrounds and continues the strain between racial groups. Segregation also segregates the poor, the less healthy, the undernourished, the broken families from others. All of these have an impact on education."

APPENDIX

TABLE 1

Educational Level of Family Head and Poverty in the United States[1] 1963

Education of Head of Family	Incidence of Poverty in 1963[2]
Elementary	
Less than 8 years	43.9%
8 years	25.1%
High School	
1 to 3 years	17.9%
4 years	10.1%
College	
1 to 3 years	9.3%
4 years or more	4.7%

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[1] Bureau of Census, Low Income Families, Series P-60, No. 45, 1964.

[2] The general incidence of poverty in 1963 was 18.9% using the $3,000 criteria as the poverty line.

TABLE 2

Mean Income in 1961, 1964, 1966 of Men 25 Years Old and Over, by Years of School Completed and Age, for the United States

(In current dollars)

Years of School Completed and Age		1966	1964	1961
25 Years Old and Over				
TOTAL		$6,908	$6,106	$5,472
Elementary:	Less Than 8 Years	3,520	3,298	2,998
	8 Years	4,867	4,520	4,206
High School:	1 to 3 Years	6,294	5,653	5,161
	4 Years	7,494	6,738	5,946
College:	1 to 3 Years	8,783	7,907	7,348
	4 Years or More	11,739	10,284	9,817
	4 Years	11,135	9,757	9,342
	5 Years or More	12,563	11,004	9,987
25 to 34 Years Old				
TOTAL		$6,935	$6,106	$5,391
Elementary:	Less Than 8 Years	4,099	3,240	3,053
	8 Years	4,956	4,657	4,032
High School:	1 to 3 Years	5,891	5,239	4,683
	4 Years	6,880	6,175	5,357
College:	1 to 3 Years	7,545	6,773	5,781
	4 Years or More	9,106	8,089	7,481
	4 Years	9,252	7,844	7,467
	5 Years or More	8,903	8,462	7,548
35 to 44 Years Old				
TOTAL		$8,257	$7,257	$6,434
Elementary:	Less Than 8 Years	4,483	4,365	3,697
	8 Years	5,958	5,279	4,792
High School:	1 to 3 Years	6,845	6,146	5,360
	4 Years	8,040	7,162	6,411
College:	1 to 3 Years	9,864	8,549	8,081
	4 Years or More	13,013	11,296	10,327
	4 Years	12,274	10,613	10,016
	5 Years or More	14,060	12,177	10,951

TABLE 2 (continued)

Mean Income in 1961, 1964, 1966 of Men 25 Years Old and Over, by Years of School Completed and Age, for the United States (In current dollars)

Years of School Completed and Age	1966	1964	1961
45 to 54 Years Old			
TOTAL	$8,098	$6,947	$6,235
Elementary: Less Than 8 Years	4,414	4,117	3,561
8 Years	5,966	5,108	5,013
High School: 1 to 3 Years	7,170	6,263	5,593
4 Years	8,384	7,421	6,624
College: 1 to 3 Years	10,502	9,552	8,497
4 Years or More	14,418	12,521	11,735
4 Years	13,452	11,754	10,956
5 Years or More	15,786	13,638	13,065
55 to 64 Years Old			
TOTAL	$6,825	$5,886	$5,542
Elementary: Less Than 8 Years	3,945	3,522	3,446
8 Years	5,515	4,954	4,794
High School: 1 to 3 Years	6,577	5,606	5,708
4 Years	7,864	7,096	6,374
College: 1 to 3 Years	8,811	7,934	7,836
4 Years or More	13,520	11,553	10,375
4 Years	12,650	11,130	10,370
5 Years or More	14,501	12,032	(B)
65 Years Old and Over			
TOTAL	$3,335	$3,367	$2,953
Elementary: Less Than 8 Years	2,225	2,267	1,985
8 Years	2,882	3,084	2,617
High School: 1 to 3 Years	3,472	3,583	3,408
4 Years	4,333	4,714	3,735
College: 1 to 3 Years	5,467	5,271	5,863
4 Years or More	7,985	7,737	8,650
4 Years	6,426	7,539	(B)
5 Years or More	10,070	(B)	(B)

(B) Base less than 200,000

Source: Bureau of the Census, "Consumer Income," Current Population Reports, Series P-60, No. 56, August 1968.

TABLE 3

Lifetime Income in 1961, 1964, 1966 Based on Arithmetic Means for Men in Selected Age Groups, by Years of School Completed, for the United States (In 1966 dollars)

Years of School Completed and Selected Age Group		1966 (1)	1964 (2)	1961 (4)
Income From Age 18 to Death				
TOTAL		$320,698	$296,876	$277,100
Elementary:	Less Than 8 Years	188,659	177,976	164,909
	8 Years	246,525	234,253	222,841
High School:	1 to 3 Years	283,718	267,470	256,097
	4 Years	340,520	325,797	297,084
College:	1 to 3 Years	393,969	371,599	363,844
	4 Years or More	541,911	500,728	493,737
	4 Years	507,818	480,630	469,725
	5 Years or More	586,905	523,683	515,870
Income From Age 18 to 64				
TOTAL		$292,038	$266,380	$249,273
Elementary:	Less Than 8 Years	169,538	157,442	146,203
	8 Years	221,759	206,320	198,181
High School:	1 to 3 Years	253,881	235,017	223,983
	4 Years	303,284	283,099	261,888
College:	1 to 3 Years	346,988	323,856	308,596
	4 Years or More	473,292	430,651	412,228
	4 Years	452,596	412,344	401,767
	5 Years or More	500,368	451,269	430,977

Source: Bureau of the Census, "Consumer Income," Current Population Reports, Series P-60, No. 56, August 1968.

TABLE 4

Median Education Level in the United States and Wisconsin 1950 to 1980

	Median School Years Completed				
	1950 (1)	1960 (1)	1970 (2)	1975 (2)	1980 (2)
United States	9.3	10.6	12.1	12.2	12.4
Wisconsin	8.9	10.4			
White	8.9	10.4			
Non-white	8.4	9.0			
Urban	9.9	11.3			
Rural	8.6	8.9			
Farm		8.7			
Non-farm		9.4			

(1) Bureau of Census, U.S. Census of Population 1960, Wisconsin, PC (1)/51C/Wisc.

(2) Bureau of Census, "Projections of Educational Attainment, 1970 to 1985," Current Population Reports, Series P-25, No. 390, March 1968.

TABLE 5

Years of School Completed by Persons 25 Years Old and Over For Wisconsin in 1960*

Area	Total People 25 Years Old And Over	Years of School Completed									
		None		Elementary							
				1 to 4		5 to 6		7		8	
		Number	%	Number	%	Number	%	Number	%	Number	%
e State	2,175,370	22,775	1.0	92,200	4.2	134,896	6.2	137,007	6.3	542,597	24.9
White	2,134,603	21,779	1.0	88,306	4.1	130,381	6.1	133,492	6.3	534,865	25.1
Non-White	40,767	996	2.4	3,894	9.6	4,515	11.1	3,513	8.6	7,732	19.0
ban	1,408,423	14,412	1.0	52,890	3.8	81,001	5.8	75,912	5.4	301,351	21.4
White	1,372,663	13,550	1.0	49,475	3.6	77,312	5.6	72,952	5.3	295,014	21.5
Non-White	37,760	862	2.4	3,415	9.5	3,689	10.3	2,960	8.3	6,337	17.7
ural	766,947	8,363	1.1	39,310	5.1	53,895	7.0	61,093	8.0	241,246	31.5
White	761,940	8,229	1.1	38,831	5.1	53,069	7.0	60,540	7.9	239,851	31.5
Non-White	5,007	134	2.7	479	9.6	826	16.5	553	11.0	1,395	27.9

Area	Total People 25 Years Old And Over	Years of School Completed			
		High School			
		1 to 3		4	
		Number	%	Number	%
e State	2,175,370	342,260	15.7	570,291	26.2
White	2,134,603	332,769	15.6	563,498	26.4
Non-White	40,767	9,491	23.3	6,793	16.7
rban	1,408,423	237,555	16.9	393,704	28.0
White	1,372,663	228,906	16.7	387,494	28.2
Non-White	37,760	8,649	24.2	6,210	17.4
ural	766,947	104,705	13.7	176,587	23.0
White	761,940	103,863	13.6	176,004	23.1
Non-White	5,007	842	16.8	583	11.6

*Taken from Table 47 of the United States Census of Population, 1960, Wisconsin. (Recapitu-ation of the above table indicates that of the 2,175,370 people 25 years old and over in 1960, 14,975 (5.3%) had completed four years of elementary school or less, 249,871 (11.5%) had completed ixth grade or less, 929,473 (42.6%) had completed eighth grade or less, and 1,271,733 (58.5%) had ot completed high school.)

TABLE 6

Occupation of Head of Family
Income Under $3,000
Wisconsin
1960

Occupational Group	Number In State	Number, Income Under $3,000	% of Number In State	% of Total Under $3,000
All Families	986,595	171,743	17.4	100.0
Total in Labor Force	840,801	93,508	11.1	54.4
Prof., Tech., & Kindred	77,398	2,415	3.1	1.4
Farmers & Farm Mgr.	91,952	38,942	42.4	22.7
Mgr., Off., Prop.	86,398	4,892	5.7	2.8
Clerical & Kindred	52,572	3,189	6.1	1.9
Sales Workers	48,844	3,594	7.4	2.1
Craft., Fore., & Kindred	176,039	8,399	4.8	4.9
Operatives & Kindred	192,576	12,011	6.2	7.0
Household Service	2,294	1,249	54.4	0.7
Service, Other	41,970	6,857	16.3	4.0
Farm Labor, Unpaid, Fore.	8,242	3,477	42.2	2.0
Labor, Nonfarm	40,823	5,383	13.2	3.1
Not Reported	21,693	3,100	14.3	1.8
Not in Labor Force	145,794	78,235	53.7	45.6

U.S. Census - Table 145

TABLE 7

Employment by Occupation and Sex, 1966

(Percent distribution)
National

	Non-White		White	
	Male	Female	Male	Female
Total employed (in thousands)	4,655	3,313	42,983	23,114
Percent	100	100	100	100
Professional, technical, and managerial	9	10	27	19
Clerical and sales	9	15	14	43
Craftsmen and foremen	12	*	20	*
Operatives	27	16	20	15
Service workers, except household	16	26	6	14
Private household workers		28		6
Nonfarm laborers	20	*	6	*
Farmers and farm workers	8	4	7	2
Other	(X)	2	(X)	2

* A few workers included in "other."

(X) Not applicable.

Source: U.S. Department of Commerce, Bureau of the Census.

TABLE 8

isconsin Families and Persons by Poverty and Low Income Levels and Place of Residence - 1960[1]

Place of esidence	Income Below Poverty Level (poor)		Low Income (near poor)		Total (poor and near poor)	
	Families	Persons	Families	Persons	Families	Persons
ban	152,270	299,094	46,660	167,639	198,930	466,733
	12.1%	7.6%	3.7%	4.2%	15.9%	11.8%
ral nfarm	72,336	190,364	24,710	99,063	97,046	289,427
	5.8%	4.8%	2.0%	2.5%	7.7%	7.3%
ral rm	37,246	137,863	12,939	53,717	50,185	191,580
	3.0%	3.5%	1.0%	1.4%	4.0%	4.8%
ate tals	261,852	627,321	84,309	320,419	346,161	947,740
	20.9%	15.9%	6.7%	8.1%	27.6%	24.0%

Percentages are taken against total state population figures, U.S. Bureau of the Census, United States Census of the Population, 1960 Wisconsin, PC(1)/51D/Wisc.

TABLE 9

Families Below the Poverty Level
In the United States 1959-1967

Year	Families Below Poverty Level (in millions)		Percent of Families Below Poverty Level	
	White	Non-White	White	Non-White
1959	28.2	10.7	18	55
1960	28.7	11.4	18	55
1961	26.5	11.6	17	55
1962	25.4	11.6	16	54
1963	24.1	11.2	15	51
1964	23.4	10.9	14	49
1965	21.4	10.5	13	46
1966	20.1	9.6	12	41
1967	19.5	8.7	10	35

Source: BLS Report No. 347, "Recent Trends in Social and Economic Conditions of Negroes in the United States," Current Population Reports, Series P-23, No. 26, July 1968.

TABLE 10

Minority Group Population in Wisconsin

Minority Group	1960	1966	1967	1968(3)
Non-White	92,874(1)	INA	INA	110,100
Negro	75,547(1)	INA	INA	96,100
Spanish American	INA			24,000
Migrants	INA	10,882(4)	11,700(4)	
Indians				
(a) On reservations	INA	4,846(2)	INA	INA
(b) In general population	INA	9,154	INA	INA
(c) Total	14,276(2)	14,000	INA	14,000

(1) *U.S. Census of Population 1960*, Part I. Table 44, PC (1)/51B/Wis. Tables 15 and 21.

(2) "Total County and Indian Population," *1960 U.S. Census Report*. Prepared by the Division for Children and Youth, State Department of Public Welfare, May 1962.

(3) Rough estimates, Division of Industry, Labor and Human Relations.

(4) Raushenbush, Elizabeth Brandeis, *Wisconsin Governor's Committee on Migratory Labor, Report for 1966 and 1967 With A Summary of Earlier Developments*, Equal Rights Division, Department of Industry, Labor and Human Relations, June 1968.

INA - Information Not Available

TABLE 11

Minority Groups in Urban Centers of Wisconsin 1960

	Total	White	Non-White	Negro
Wisconsin	3,951,777	3,858,903	92,874	75,546
Milwaukee	741,324	675,572	65,752	62,458
Madison	126,706	124,318	2,389	1,489
Racine	89,144	84,332	4,812	4,738
Kenosha	67,899	66,884	1,015	943
Green Bay	62,888	62,349	539	18
Beloit	32,846	30,662	2,184	2,098

Source: U.S. Census of Population, 1960, Part I, Table 44, PC (1)/51B/ Wis. Tables 15 and 21.

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INFORMATIONAL REPORT
FOR INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE

Wisconsin Association of Independent Colleges and Universities

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OVERVIEW

The Wisconsin Association of Independent Colleges and Universities is composed of 18 diverse and autonomous institutions of higher learning. Some are related to religious denominations, others have no such affiliation. Each of the institutions has a long tradition in the field of liberal arts. A commitment to the full development of the individual exists at each of the colleges and universities in the Association. Consequently, it is to be expected that several of the colleges have assumed a leading role in the development of programs sensitive to the needs of the educationally deprived and culturally distinct.

This informational report is provided participants in the invitational conference in order to acquaint those concerned for "increasing human potential through educational change" with the efforts of several of the colleges and universities in the Association. Several college and university reports are provided in considerable detail, as these institutions have pioneered in WAICU in the development of programs which will meet the needs of those persons identified as requiring innovative educational solutions to their unique educational problems. The attachments reflect the significant attack on the problem areas by Ripon College, Marquette University, Mount Mary College, and Alverno College, in particular, but this is not to say that other institutions in the Association are standing idly by in the face of the complex problems before the conference and confronting institutions of higher learning across the land.

For example, though there is no detailed report attached, it is appropriate to call attention to a budding development at Beloit College. As this document was being printed, the faculty of Beloit was poised to vote on implementation of a program aimed primarily, but not exclusively, at black youths in Beloit whose potential for success in college either has been ignored or unnoticed.

The idea for the special program grew out of a trial summer program for four Beloit black youths. Assuming adoption of the program by the faculty, the initial input would be 20 students a year. The program would be designed to care for the needs of those economically deprived and socially different, but of high potential and with a demonstrated desire to participate in the program. The program would begin with a special summer session next summer to prepare the students for the fall term. The program is expected to include such features as individual tutoring, remedial courses, special new courses and, perhaps, special treatment in regular courses.

The College's regular admission standards would be altered and some teaching methods and grading criteria presumably would be changed, but the normal degree requirements would be adhered to over a period of five years.

The so-called "high risk" students would be recruited by students and community leaders, including those from the churches and the schools of the community.

To enhance sensitivity to the needs of the young people enrolled, four black people under terms of the proposal would administer the program -- a director, two counselors, and a full-time secretary. The proposed program has elicited strong support from the president and dean of the College as well as many of the faculty.

Other brief notes with respect to college and university efforts, outside those explained in detail, include a report from St. Norbert College in West DePere which calls attention to a project involving the Education Department and the Oneida Indians in the area. This is a cooperative venture between St. Norbert and six neighboring school districts in which St. Norbert students are to be used to teach and tutor in those schools with a heavy concentration of Oneidas. The aim of the program is enrichment and stimulation for the disadvantaged Indian student.

Viterbo College in La Crosse, likewise, has expressed a keen interest in making a commitment to the education of the culturally diverse. Administrators there note that, probably because of the location of the College, efforts in this direction have not been as productive for the current academic year as had been hoped. Nevertheless, Viterbo has been working through the Milwaukee Education Opportunity Center in order to enroll prospective students from Milwaukee. Viterbo already enrolls two black students from the State of Mississippi. For next year, the College plans a more intensive recruitment effort, a more comprehensive and specially-organized program of guidance and counseling services, tutoring, and other instructional changes appropriate to helping the culturally diverse succeed in college.

There is little doubt among leaders of WAICU institutions that responsive programs will develop at other colleges and universities in the Association. It is apparent at this time that the frontiers are being opened by several WAICU schools. It is equally apparent that their commitment and example in providing long-needed programs will be inspirational and aspirational for others in the Association.

ALVERNO COLLEGE
MILWAUKEE

Alverno College is sponsoring extensive projects and activities relating to urban minorities to carry out its responsibilities as a constructive educational force in today's racially disturbed nation. In this program, its students and faculty members are acquiring an intimate knowledge of the problems through direct contacts and services. These problems concern predominantly the dilemma of the inner city's citizens.

The results of Alverno's programs are already apparent. Through their experiences and first-hand involvement, a number of students and faculty members are being prepared for effective leadership and further service in the field of race relations. Of vital importance currently are the significant contributions being made in this field to individual, social, and community betterment.

Because comparatively little of the services by Alverno has been publicized, information on its race relations program has not been widespread.

Inestimable volunteer hours have been contributed by faculty members and students. Alverno has supplemented, with its own funds, the grants from federal, state, and local governmental and community agencies to engage in a number of undertakings. Alverno has brought, to Milwaukee's inner city, projects of immediate benefits and lasting human values. College facilities are frequently donated for some activities.

Community and social programs have been formulated by the College's office of development, directed by Frank P. Zeidler, in concert with college officials and faculty members. Alverno faculty members were instrumental in forming the Cooperative College Urban Program Learning Exchange, a consortium of Alverno, Mount Mary, and Cardinal Stritch Colleges. The exchange was established to provide a cooperative, broad-based educational and cultural program for the inner city.

Two particular projects illustrate Alverno's direct concern with inner city improvement. "Our Library," a volunteer program aided by several sister-students and women of the 13th Ward Community Council, was started at Faith United Parish House for inner city children. It now serves approximately 200 neighborhood children from five to 12 years old. The library was stocked with some 1,200 donated books, many given by the Alverno faculty and students. Programs include movies on Tuesdays and a story hour on Thursdays. Arts and crafts are exhibited, and their practice encouraged. Parents have accepted invitations to visit the project. Social activities include Christmas parties.

A "Pied Piper" venture in music was launched to interest children in cultural activities and to discover and develop hidden talent. Some 50 children were enrolled in semester classes. They are taught in St. James Methodist Church of the inner city by Alverno music faculty members. Alverno students assist. The children receive instruction in voice and instruments.

Encouraging progress has been reported. A pre-Christmas concert was given by the children in December, 1967, in the church auditorium. Eight awards were presented for outstanding attainments and attendance. A repeat performance was given at the Milwaukee County Correctional Institution. Several pupils have been discovered with promising talent, and will now have the opportunity for further development.

Assistance to elementary school children of the inner city is the purpose of a teaching and personal guidance project, now in its second year. Alverno students who major in elementary school teaching engage in this program. Each of more than 40 juniors was assigned to a pupil as a case study at either the St. Elizabeth's or St. Gaul's school in the inner city. They hold weekly meetings with the pupil, provide tutoring services, and give counseling on personal problems. An additional 40 freshmen volunteered as tutors for other girls.

Sessions between parents and school officials of the inner city have been sponsored under the direction of Sister Bernadette Kalscheur. These meetings, held in cooperation with the affiliated parent-teacher associations, are highlighted by cultural programs. Two Alverno faculty members, Sister Francis Marie Gnader, assistant professor of voice and music literature; and Sister Venard Greve, chairman of the speech department, direct the presentations in music and drama, respectively.

Alverno pioneered in the Milwaukee area in the teaching of Negro history. When the city experienced disorders created by inner city high school students agitating for Negro history courses in 1967, Alverno had already instituted such a course. Alverno's vanguard role in this subject presumably was a basis for its selection as one of 15 colleges and universities in the United States to participate in a federal program to establish African studies curriculums.

Alverno, in the spring of 1967, produced "In White America," a critical documentary play on the exploitation of the Negro in America. The production, with a cast of black and white actors, was first performed at Alverno and by request later at St. Boniface parish hall in the inner city. Alverno was the sole college in the Milwaukee area to present as a complete production a play showing racial injustices.

The College is currently recruiting inner city students for enrollment. Several grants were recently awarded to inner city students to enable them to enroll for the 1968 fall semester, and others are being considered for future enrollment.

Alverno, in the summer of 1968, completed its fourth annual Institute for Teachers of Disadvantaged Youth. The institute has attracted teachers from other states, as well as from Milwaukee's inner city. The institute sponsors "live-ins" as a means to bring the teachers into the inner city to work with community leaders, welfare agencies, neighborhood organizations, parents, and children, thus learning the problems first hand. They have moved energetically into the field. During the 1968 summer, they aided the Department of Public Welfare in a summer camp project for about 60 children.

The College sponsors a number of public forums, conferences and workshops contributing to understanding of minority problems. The teachers' institute in 1968 held a workshop on open housing. A notable forum, "World in Revolution," under the auspices of the School Sisters of St. Francis, was held at Alverno for four days. It included workshops under the headings of "Minority Revolution," and "Revolution in Poverty."

Alverno personnel is strongly identified with leadership in educational fields for community betterment. Frank Zeidler served as first chairman of the Inter-Institutional Committee for Title I of the Higher Educational Act for the Milwaukee metropolitan area. The committee consists of area representatives of institutions of higher learning to develop significant services to help solve community problems.

Zeidler is president of the 13th Ward Community Council, one of the city's most active community groups, which collaborated with the College in setting up the "Our Library" and "Pied Piper" projects. Sister Rebecca Brenner, retired Alverno faculty member, serves as secretary of the council. Zeidler also works with the urban cadre of ecumenical ministers, organized by the Conference on Race and Religion, a group of clerical leaders.

Sister Bernadette Kalscheur is a member of the steering committee for the Wisconsin statewide program for preparing teachers of disadvantaged youth, a program which sets up teaching programs for these teachers from federal funds. Sister Bernadette is a member of the steering committee of the Council for Urban Education (CUE), a private organization devoted to solving the problems of the inner city schools. Sister Lorraine Aspenleiter is a member of the CUE.

A number of faculty members in residence have been members of the Elm Community Council, another active organization concerned with inner city problems. Faculty members participate in the Citizens Civic Initiative Committee, which is developing urban education and related programs.

The Cooperative College Urban Program for Learning Exchange plans a music and cultural center for the inner city, a developmental urban library training program, a consumer education program, and a performing arts program for the Spanish Center. In all these projects, Alverno will play an active part. Alverno faculty members will direct the programs. One of the objectives is the training of personnel for the areas to be served.

Possibly no college in the Milwaukee area has oriented itself more toward the urban minority problem and its solution than has Alverno. No college, certainly, has involved its faculty, students and resources more than Alverno. On a comparative size basis, possibly few colleges in the nation have become so constructively involved.

Much more undoubtedly remains to be done, and the college leadership is fully cognizant of future needs for community advancement. But a creditable start has been made. There is every evidence from its record that Alverno is acutely aware of the problems in the critical area of race relations. There is every evidence from the record, too, that Alverno is setting noteworthy examples for other institutions of higher learning by the scope and depth of its participation, and in effecting substantial results.

MARQUETTE UNIVERSITY
MILWAUKEE

Just as communities throughout the country have been examining their commitment to their disadvantaged brothers, so, too, the Marquette community has been reviewing what its responsibilities are, and how these can best be met.

Marquette's location on the fringe of the city's inner core has made the University more keenly aware of the plight of individuals who live and work there. The response of Marquette students and faculty members to this plight has been especially striking during the past two years. Working as individuals or as members of University organizations, they have endeavored to find solutions to the pressing problems of the disadvantaged. Though these efforts have assumed many forms, they hold one important characteristic in common: a dedication to active involvement in the problems of the inner city.

Marquette University's general commitment to the civil rights issue has been reiterated on a number of occasions. The Very Rev. John P. Raynor, S.J., Marquette President, has defined that commitment in clear and uncompromising terms:

". . . the University entirely and consistently disowns, as a matter of principle, any discrimination against the rights of others, such as housing or employment, which is rooted in or based on race, creed, or color. It tolerates no such discrimination in its internal affairs and deplores such discrimination wherever it may exist."

In addition, the student body has demonstrated its convictions on matters of civil rights. In the fall of 1967, the Associated Students of Marquette University, the chief student government organization on campus, adopted a policy prohibiting student groups from using the facilities of organizations which discriminate on the basis of race, creed, or color.

In line with this policy rebuking discrimination, Marquette is currently the only school in the community which is a member of the Milwaukee Voluntary Equal Employment Opportunity Council. This is an association of employers formed to eliminate any racial discrimination in employment throughout the Milwaukee area.

Underscoring its effort to make job opportunities known to all individuals, Marquette participated in the annual Milwaukee Job Fair sponsored by the Congress of Racial Equality last summer. And, the University's personnel department has an open-door policy; its representatives meet frequently with minority group leaders concerning new programs that have been developed, such as Operation Breadbasket and On-The-Job-Training.

Projects and Activities

The following describes specific Marquette projects and activities aimed at helping to solve problems of the disadvantaged, particularly those who live in the inner city.

University Ad-Hoc Advisory Committee on Public Service: Composed of Marquette faculty members and administrators, this Committee was created March 28, 1967 to examine various problems in the community and to determine what services Marquette can provide to help meet them. Several members of the Committee also work closely with Negro organizations and inner core agencies.

Two new programs at Marquette have been initiated as a result of Committee recommendations -- the Father Markoe Scholarships and the Home Study Program. Both programs are described more fully later in this report.

Subcommittees of the Public Service Committee are studying proposals for Urban Problem Research programs at Marquette for a University-sponsored housing program in the inner core and for the establishment of a dental clinic in the core.

Father Markoe Scholarships: This scholarship program is designed specifically for Negro students. Through this program, tuition grants for two Milwaukee Negroes were approved for the 1967-68 school year. Beginning with the 1968-69 school year, the program will be expanded to provide full tuition grants for eight or more Milwaukee Negro students.

The scholarships have been named in honor of the Rev. William Markoe, S.J., a member of the Marquette Jesuit community, and his brother, the late Rev. John Markoe, S.J. Both were active in the cause of better race relations.

With the assistance of high school counselors and other inner core agencies, the University Advisory Committee on Public Service seeks out promising students from disadvantaged families for these scholarships. Currently, the Committee is attempting to set up counseling programs and remedial programs to bolster the efforts of recipients of the Markoe Scholarships.

Home Study Program: This may be one of the most ambitious and significant programs Marquette will undertake in its public service endeavors. Conceived generally as a tutorial service on a major scale in Milwaukee's inner city, the Home Study Program was given University approval early in 1968.

Though the program will rely heavily on Marquette faculty members and on college graduates in the Milwaukee area to serve as volunteer tutors, the University has approved the hiring of a Home Study Coordinator to handle the organizational aspects of the program. A person qualified to fill this position was hired July 1, 1968.

Initially, the Coordinator will survey the inner city to determine where the program should begin. The project area is expected to include about 100 children from kindergarten through the twelfth grade. The children will be organized according to grade level, and they will be assigned to meet in neighborhood homes where parents have volunteered to provide "temporary study halls." Each student will be assured of at least three tutoring sessions per week, and the ratio usually will be two tutors to six or eight students. The program is intended to supplement the efforts of adults in underprivileged areas, giving these children the caliber and frequency of tutorial help that is usually available only to children in higher income areas.

Malcolm K. Whyte Scholarships: These scholarships will provide educational expenses for 20 Negro students who will be attending Marquette. Details of the program, which started this spring, are still being worked out, but Marquette expects to enroll five Negro students each year for the next four years and provide them with a four-year college education under this particular program. Recruiting will be done through high school guidance counselors, inner core agencies, and the Marquette staff. Since many Negro students come from homes where good study habits are difficult to acquire, and where there is often little or no tradition of learning and education, the Malcolm K. Whyte Scholarship Program includes several benefits normally not associated with a scholarship grant. Recipients will be tested by Marquette's Center for Reading Services and its Counseling Center, will be enrolled in Marquette's College Skills course during the summer preceding admission to Marquette and, as circumstances may warrant, will be provided with volunteer tutors during the freshman year to help recipients overcome any academic deficiencies found during the testing and summer course.

Special Committee on Scholarship Programs and Courses in Black and Minority Cultures: This Committee was appointed this spring by Marquette's President to work immediately toward the study and implementation of additional scholarship programs for disadvantaged students and for courses in minority cultures, including black culture. The Committee includes faculty members, administrators, and students.

Marquette University Community Action Program: Nearing the end of its second year of operation, MUCAP is a student-directed organization composed of volunteers who participate in a number of community service projects. To date, more than 300 students have spent literally thousands of hours tutoring inner core primary and secondary school students, supervising playground activities, and assisting at nursing homes for the elderly. As a volunteer organization, MUCAP has operated on an informal basis for most of its two years. In January, a staff coordinator was assigned to MUCAP and the University has provided MUCAP with a budget to cover cost of supplies and bus travel for student volunteers. The budget also includes the salary of the staff coordinator.

Milwaukee Educational Opportunity Project: Marquette University is cooperating with the University of Wisconsin-Milwaukee and the Milwaukee Institute of Technology in a program designed to identify, encourage, and enable academically qualified Milwaukee Negroes to attend college. The Milwaukee Educational Opportunity Project brings together the resources of these three institutions as well as the resources of the community. Marquette's representative in the project is the Director of Financial Aids, who spends some time each week at the project's store-front office.

In its most recent progress report, covering the period from July 1, 1967, to December 31, 1967, the project office reported that 601 Negroes had been interviewed, and 99 of them had been placed in colleges.

St. Boniface Teacher Assistance Program: In the fall of 1967, a group of Marquette students volunteered to serve as teaching aides at St. Boniface Catholic elementary school, an inner city school with a predominantly Negro student body. At the direction of St. Boniface teachers, these aides have served as tutors, playground assistants, and classroom helpers. A total of 140 Marquette students (70 each semester) participated in the program this year. Marquette's belief in the value of this program is proven by the fact that it has been made a required part of Education 50, "Human Growth and Development a course required of all education minors at the University.

Leadership Aid Program: A tuition remission program for Milwaukee's disadvantaged residents studying in Marquette's part-time Evening Division has been in operation since 1961. The program offers a total of 76 credit hours of study per semester at University expense. Each student accepted into the program can take up to six credit hours per semester, the normal maximum load permitted in the Evening Division. The average number of students enrolled in the program has ranged from 15 to 20 each semester. This program enables participants to pursue college-level study while holding a full-time job. Even though all students in the program may not be seeking a degree, the program nevertheless encourages them to develop their intellectual interests and to prepare for occupational advancement.

Institute on Poverty and the Law: One of the most far-reaching and highly developed community service projects sponsored by Marquette is the University's Institute on Poverty and the Law. Initiated in April, 1966, the program has been financed by more than a quarter million dollars in Federal and University funds.

Conceived as a triple-pronged attack on the legal snarls encountered by indigents, the Institute includes legal aid, continuing legal education, and research phases. Among its accomplishments have been a series of eleven poverty-law seminars for attorneys at locations throughout the state, two tele-lectures broadcast to forty-two cities in Wisconsin, and a 400-page textbook titled Legal Counseling for the Indigent.

In connection with the Institute, a number of junior and senior Marquette law students have participated in the Legal Aid Society's Milwaukee Neighborhood Law Office Program directed at low income families with legal problems. This year the Institute has broadened the scope of its poverty-law research to embrace OEO legal offices in six Midwestern states -- Wisconsin, Iowa, Nebraska, Minnesota, and North and South Dakota.

Marquette Faculty Association for Interracial Justice: About 70 Marquette faculty members belong to this group, which has been involved in human rights activity since its organization in February 1963. The Association has sponsored panel discussions on open housing, hosted conferences of the Wisconsin Chapter of the National Association for the Advancement of Colored People, initiated petitions in support of open housing bills on the state and local levels, and supported peaceful civil rights demonstrations.

In 1965, the Association initiated a student exchange program between Marquette and Xavier University of New Orleans, a school with a predominantly Negro enrollment. MFAIJ has raised money for several Negro scholarships and has proposed tuition-free college education for a large number of black high school students who show potential for college education but do not qualify for scholarships.

Reading Aides Training Program: Marquette and the Federal government are cooperating on a pilot project to train twenty reading aides from the inner city. Formal instruction for the reading aides began in March, 1968, under the direction of Marquette's Center for Reading Services. The primary objective of this project is to train a group of inner city residents as reading aides. Equipped with these special skills, they, in turn, will help fellow inner city residents to attain reading skills that will qualify them for jobs which require a basic reading comprehension.

Universities' Community Educational Services for Metropolitan Areas: This Marquette project, originated in the fall of 1966, is a pilot effort to find ways to improve communication between agencies and institutions (including universities) as they become more involved in inner city activities. The project's ultimate goal is to improve the quality of services to inner city residents.

Division of Continuing Education: Many of the University's public service activities are coordinated through its Division of Continuing Education. Consequently, in the fall of 1966 the Director of the Division assigned an Assistant Director to concentrate all of his time and efforts on public service and inner core projects.

The Assistant Director has worked closely with inner city agencies, helped smaller organizations prepare applications for government grants, and developed a rapport with the Commandos, a group of young Negroes who are involved in civil rights activities in the Milwaukee area. In little more than a year, contact has been established with many groups and individuals in the black community. Among the projects which the Assistant Director has played a strong role in shaping are the following:

1. Development of Intellectual Resources of Milwaukee Inner City Parolees: This program is an attempt by the NAACP Youth Council Commandos to help young parolees overcome frustrations connected with educational failures.

2. Community Resource Educational Activity Center (CREAC): This newly established center is designed to encourage residents to utilize educational resources in Milwaukee for the solution of their problems.

Inner Core Clinic for Prenatal Care: A clinic to encourage prenatal care primarily among Negroes in the inner city was opened recently under the sponsorship of the affiliated Marquette School of Medicine and the Health Department of the City of Milwaukee. The clinic is under the general leadership and supervision of two staff members of the Marquette School of Medicine. This program, educational in nature, is designed to attack and alleviate conditions such as premature birth which results in the death of the infant.

Leadership Training in Youth Recreational Programs: Marquette is developing a course of study in recreational leadership to give special assistance to various Milwaukee volunteer agencies already conducting youth recreation programs in the inner city.

John F. Kennedy Prep: Marquette is also developing the curriculum for an interfaith, interracial high school for boys that will open next fall. The John F. Kennedy School at St. Nazianz, Wisconsin, will focus on the study of social problems and seek to turn out "leaders" in efforts to solve these problems.

Youth Opportunity Board: Marquette has taken a very special interest in the development of this Board and its many activities. Last summer, a staff member from the Marquette Division of Continuing Education was released for 10 weeks to serve as Executive Director of the Board's summer program.

The Youth Opportunity Board was originally designed as a short-term effort directed to alleviating the symptoms of social unrest among the disadvantaged youth in Milwaukee. By involving large numbers of ghetto youth in cultural, occupational, and recreational experiences, however, the 1967 summer program, in effect, changed its perspective from a temporary "cooling-off-ghetto-youth" viewpoint to one that brought enthusiasm for program activities and hope for program continuity.

Speech Therapy Services and Dental Clinics: For many years, Marquette has offered health care services to the community, particularly to the disadvantaged who could often not afford such care through normal channels. Marquette's adult dental clinic handles more than 50,000 appointments a year, about one-quarter of them inner city residents. Likewise, the children's clinic numbers a proportionate ratio of inner city youngsters among its 1,200 appointments each year.

During the past year, 579 children in 12 central city elementary schools were given speech therapy assistance by Marquette through its Department of Speech Therapy. Significantly, many of these children had their disorders totally corrected, and nearly 300 showed definite improvement.

Completed Projects

Marquette has sponsored or participated in four other projects during the past two years which have been oriented to the inner city and its residents. Though these projects are now for the most part completed, their continuing impact gives them an ongoing thrust. The positive reaction to these projects, in fact, indicates that several of them may very well be repeated.

Conference on Youth, Community, and the Law: In November, 1966, Marquette sponsored a two-day conference that brought together youth leaders, police officers, and many teenagers -- mostly Negroes. The purpose of the meeting was to discuss -- in a friendly, candid atmosphere -- means of bettering communications among these groups. Because of highly favorable reactions to this conference, similar events will be held on the Marquette campus.

Police Supervisory Development Training Program: Emphasis was placed on communication and understanding between peoples at two series of courses sponsored by Marquette in the spring and fall of 1967. Financed by Federal and University funds, the courses attracted more than 80 police officers from 22 departments. Class discussions probed the role of the police in the community, stressing relationships within the inner core.

Project: Negro Achievement: Marquette was one of a dozen cultural and educational institutions in Milwaukee cooperating in this highly successful project that was designed to focus public attention on the musical, artistic, and literary contributions of Negroes to American culture. A member of the Marquette administration served on the Project's Board of Directors. As its contribution to the Project, Marquette co-sponsored a lecture on campus by noted Negro author Ralph Ellison. Plans are being made for a similar program next fall.

Citizens' Advisory Committee: In November, 1965, the President of Marquette University accepted an appointment to the biracial Citizens' Advisory Committee, a group charged with the responsibility of conducting a comprehensive survey of Milwaukee's public schools. A detailed study over a 24-month period resulted in a thorough analysis of racial characteristics of the city school system. The Committee's final report included recommendations for extensive changes destined to end racial imbalance and improve educational quality in the schools. The recommendations are now under consideration by the Milwaukee School Board.

Recognition of Urban Affairs Activity

The impact of Marquette's growing participation in urban affairs has been recognized in many ways, ranging from individual expressions of gratitude from those who have directly benefited from these efforts, to increased federal and state funding for certain programs.

One of the more dramatic and public acknowledgements of the University's efforts along these lines came last spring when Marquette, along with the University of Wisconsin-Milwaukee and the University of Wisconsin Extension in Milwaukee, was presented the Nineteenth Annual B'nai B'rith Human Rights Interfaith Award.

Conclusion

Clearly, Marquette's involvement in urban affairs is just beginning. It is equally clear that any commitment Marquette, as an institution, voices can be realized only through the concerted and continuing efforts of its students, faculty, and staff.

To help students form their own values and ideals in order to become responsible social critics, Marquette offers a broad range of courses which introduce students to many aspects of race relations, civil rights, and black culture. The departments of Education, Sociology, Theology, Political Science, Psychology, History, and English all have developed courses which directly or indirectly relate to these topics.

Among the factors motivating the inclusion of this kind of course material are the relevance of these issues to modern life, the need for students to acquire an intellectual grasp of them, and the influence that this understanding should have on future actions. In this way, the University merges its primary educational function with its dedication to the problems and peoples of disadvantaged minorities.

MOUNT MARY COLLEGE
MILWAUKEE

Mount Mary College -- its students, its faculty, and its administration -- has been, for a number of years, deeply involved in social action projects. The College has used its resources and influences to promote better human understanding, through active participation in inner city projects and through curriculum changes to provide more awareness of problems, and to instill in Mount Mary students a sense of responsibility for developing solutions for these problems.

Under faculty guidance, many Mount Mary students have become involved in Project Head Start, in tutoring students at all levels, in recreational programs, in cultural enrichment activities, in local self-help projects, in work-sharing projects with the Neighborhood Youth Corps, and in developing close personal relationships with the people in the inner city. Almost one-fourth of the students now enrolled are participating in such activities. Frequently students continue their involvement in these programs after graduation.

As part of a continuing project, Mount Mary offers an inservice program for students, faculty, alumnae and other interested persons. The project provides insights into the problems, needs, potential, culture and values of the Spanish American, American Indian, Negro and other poor people with whom the volunteers will be working.

Mount Mary three years ago initiated a program to provide full-tuition scholarships to five qualified Negro students each year ("qualified" means that the student would be able to maintain at least a "C" average and be in need of financial assistance). At the end of four years, Mount Mary hopes to have, on a continuing basis, between four and five of these students in each class.

For the past four years, Mount Mary College has participated in the various programs of the Council for the Spanish-speaking in Milwaukee. A Mount Mary College faculty member is director of a Project Head Start for the Council and director of Guadalupe Center, the Council's center for various youth programs.

During this past summer, Neighborhood Youth Corps (NYC) workers were used as resource persons for a conversation group in Spanish at the College. This experience proved beneficial both for the college students, who gained new insights into these young people's lives and values, and for the NYC youths who found their contact with the College stimulating and an invaluable boost to their own sense of worth. As a result of their participation in this program and their relationships with the college students at Guadalupe Center, several of these NYC youth are now thinking of continuing their education into college. All of these NYC youths come from poverty families in which none of the members of the family have graduated from high school; the parents usually have only about a third-grade education. Our faculty member director of Guadalupe Center also provides counseling and assistance for these youths.

Mount Mary College is participating in, and has done so for the last four years, the Conference on Inter-American Student Projects. This is a student summer project among the poor in Mexico. During the year, the students spend several hours weekly in study and discussion concerning the current U.S. economic, social, and political situation; the current Latin American economic, social, and political situation; the relations between the two; inter-cultural understanding; and current trends in community development. They also must devote at least two hours weekly to some project working with the disadvantaged and culturally diverse. The program is designed to develop leadership, social awareness, inter-cultural understanding, and social responsibility. After the students' eight or nine weeks voluntary service in Mexico, it has been the College's experience that they return deeply aware of their obligations to contemporary U.S. society and follow their commitment to the service of others in the following years. For example, two students, including one black girl, decided upon careers in college teaching to stimulate social awareness in the U.S. college student; one joined the Teachers Corps; one the Peace Corps; two are working in OEO projects; two are inner city teachers; and one works with American Indians. Since most of these girls are outstanding leaders, partly as a result of their training, it is hoped that their impact on society will be significant.

This year's plans include a Performing Arts Program, offering art, music, dance, and drama lessons at Guadalupe Center. It will involve more than 40 college students and faculty working cooperatively with an equal number of neighborhood people to intensify the cultural pride and awareness of the neighborhood, as well as develop the latent creativity in the adults and youth of the area. This program will also have an ongoing, inservice training program incorporated in it. The program is being carried out through assistance from the Cooperative College Urban Program for Learning Exchange.

Plans are also being made to more fully use, as resource people for inservice training, conversational Spanish classes and panel discussions, the persons served by the Guadalupe Center.

In addition to the College-wide programs, the Sociology department is very active in the social action area. The department:

1. Will offer during the 1968-69 school year a course on the "Teaching of Afro-American Heritage" for teachers in public and parochial school systems so social studies programs may be updated.

2. Will continue to offer the course "Ethnology of the Negro" because of the urgency of the social climate.

3. Has inaugurated a program entitled "Human Awareness, A Cultural Series," in which six departments sponsor a relevant program throughout the year.

4. Worked cooperatively with the University of Wisconsin on "Wisconsin Teachers of Disadvantaged Youth," with the possibility of starting a teacher-training project at Mount Mary.

5. Released Sociology faculty for full-time study in Anthropology because of the anticipated need in this area.

6. Sponsors six to eight volunteer programs which involve more than 50 girls at various childrens' homes.

7. Works closely with the Inter-Institutional Committee which reviews urban problems and programs to be implemented by the colleges and other members.

8. Offers courses in Negro literature and African history.

There are many more activities in which Mount Mary College is involved. The entire institution is very much oriented toward the inner city problems in all of its areas.

RIPON COLLEGE
RIPON

Ripon College has initiated a Transitional Year Program (TYP) which is designed to give students from economically and educationally disadvantaged backgrounds the opportunity to obtain a college education. It is financed by a grant from the Rockefeller Foundation and by funds from the Office of Economic Opportunity and Ripon College.

A series of facts, principles and assumptions underlie this program. The chief fact is that students from certain minority groups or from economically and educationally deprived backgrounds make up a disproportionately low percentage of the college student population and that a disproportionately high percentage of those who do enter college fail to graduate. A second fact is that the standard measures of potential academic success -- IQ scores, College Board scores, high school grades, etc. -- are not totally reliable indicators of basic ability or intelligence, especially for those students who come from poor families and who have attended substandard schools. A third fact is that significant numbers of "high risk" students have done well at colleges where special programs exist.

The College recognizes these facts and accepts the principle that the imbalance in educational opportunity can and should be corrected, and that it is its responsibility to be actively involved in that correction. It accepts the principle that the education of the total student body is enriched by the presence of substantial numbers of students whose experiences and values may differ from those of the majority.

The Transitional Year Program operates under the assumption that these students need time, special courses, and individualized instruction to help repair deficiencies caused by years of inadequate schooling and adverse study conditions; and to encourage the development of existing strengths and interests. It assumes that deficiencies are not repaired nor strengths developed by offering diluted courses and lowering expectations but by providing substantive, demanding and relevant instruction. It assumes that the best interests of all involved will be served by enabling the TYP students to be full participants in college life.

The Students

The 27 students (20 Negroes, three American Indians, two Puerto Ricans, and two Caucasians) enrolled in the Ripon Transitional Year Program come from eight states, the District of Columbia, the Virgin Islands, and Liberia. Ten are women and 17 are men. All would normally be considered "high risk" students on the basis of College Board scores, class rank, and high school grades; but all show evidence of good academic potential and a strong desire for a college education. Most have attended Upward Bound or a similar college preparatory program for one or more summers. One of the students is paying his own way and one is on a regular Ripon College scholarship; the other 25 have full TYP scholarships for one year. All are high school graduates and are attending college for the first time.

The Staff

The program has a director and two assistant professors who are in charge of the bulk of the special instruction. Four Ripon College students serve as tutor-counselors in the dormitories. Other members of the faculty have volunteered to assist with the program on a part-time basis. A board consisting of the Director, the Assistant Dean of Men, the Dean of Women, the Dean of Admissions, and three faculty members aid in periodic evaluation of the program.

The Program

The special TYP curriculum consists of noncredit courses in English (with emphasis on composition and reading), mathematics (through advanced algebra), and a two-hour seminar which concentrates on developing discussion skills. Beginning on October 21, 1968, all TYP students take a five-week course from the Baldridge Reading Service.

All TYP students take 14 hours of course work (the normal college load is 16) the first semester. Thirteen students are enrolled in one regular college course for credit, TYP English, mathematics, and the seminar; 13 are enrolled in two regular college courses and either TYP English or mathematics and the seminar. One student is taking three regular college courses and is receiving tutorial help in mathematics from the TYP mathematics instructor. Within the TYP courses, there is considerable flexibility to allow for individual needs, interests, and abilities; this flexibility takes the form of individual instruction for some, extensive tutoring for others.

In the second semester, those who are prepared will take more regular courses for credit (and thus fewer TYP courses). At the end of the year, all qualified students will be urged to enroll as full-time students at Ripon or another college of their choice. The TYP staff will actively assist them in applying for admission and scholarship aid.

The students all live in freshman dormitories and have full access to all extracurricular activities. The men are eligible for freshman athletics.

INFORMATIONAL REPORT

DESCRIPTION OF CURRENT SERVICES PROVIDED TO THE EDUCATIONALLY DISADVANTAGED

Wisconsin Higher Educational Aids Board

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INTRODUCTION

The State of Wisconsin Higher Educational Aids Board currently provides services to the disadvantaged in two specific areas, i.e., student financial aid, and identification and motivation. Student financial aids are made available through the State's financial aid structure which includes scholarships, grants and loans. Identification and motivation services are made available through the Wisconsin Educational Opportunity Project. The purpose of this paper is to describe these services and also outline recommendations for future action. Material for this paper has been gathered from previously prepared Higher Educational Aids Board reports dealing with the subject of services for the disadvantaged.

STUDENT FINANCIAL AID

Table 1 provides a summary of the State's financial aid programs for the period 1966-1969. In spite of the impressive increases in the number of students aided during the four-year period, it has become quite apparent that one weakness of the student financial aid structure is that current programs do not adequately relate to the unique financial needs of the disadvantaged.

It is amazing, considering the current interest in aiding the disadvantaged, that there are relatively few state or federal student financial aid programs specifically designed to aid this group of students. During the 1968-69 academic year, for example, only the Indian Scholarship Program ($77,000) and the Teachers Scholarship Program ($240,000) will provide specific State financial aid for disadvantaged students. The inflexibilities of both of these programs, however, undoubtedly inhibits their positive impact on disadvantaged students. The recent decisions of the U.S. Office of Education regarding the Educational Opportunity Grants Program suggest that this federal program also has not been meeting its primary objective of serving disadvantaged students.

It might be argued that the financial aid structure, with its commitment to universal educational opportunity and distribution of funds on the basis of need, is by its very nature responsive to the needs of the disadvantaged. Unfortunately, however, ample evidence abounds which leads to the conclusion that little of the available financial aid is reaching the disadvantaged. One phenomenon which has been noted is the tendency of many institutions to provide "self-help" financial aid to high risk students. The over-emphasis on loans and employment seems to be an inappropriate way to aid disadvantaged students. Students in this category who are required to work even a minimum number of hours will find it difficult to devote the amount of time to studying which is needed to overcome existing academic deficiencies. Disadvantaged students who are required to take on large debts, on the other hand, face the psychological fear of not being able

TABLE 1

PROGRAM SUMMARY OF WISCONSIN FINANCIAL AID PROGRAMS
FISCAL YEARS 1966-1969

Aid Program	1965-66		1966-67		1967-68		Estimated 1968-69	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
ition Grants	939	$293,847	3,000	$ 847,888	4,513	$1,314,119	6,000	$ 1,770,000
ition Reimbursement Grants			618	291,278	716	324,138	800	380,000
acher Scholarships							200	240,000
onor Scholarships			1,781	659,638	1,761	680,037	1,800	740,000
tudent Loans			5,891	2,845,918	12,497	5,330,371	15,000	6,500,000
uaranteed Loans					1,768	1,163,241	3,000	3,000,000
TOTAL	939	$293,847	11,290	$4,644,722	21,255	$8,811,906	26,800	$12,630,000

to repay the loans. Finally, a disadvantaged student who tries and fails in his attempt to achieve in higher education is not likely to have the resources available to repay the debts he has incurred, and, in addition, the collection efforts which follow in the case of loan defaults are likely to reenforce the negative self-attitude resulting from such a failure. It is also likely that current financial need analysis techniques do not recognize the unique financial circumstances of most ghetto families. Even in the case of those families with relatively high income (both husband and wife working), poor money management, high credit costs and high consumer prices prevent ghetto families from contributing at the level expected by traditional need analysis methods. Another important point is that most financial aid programs require that students be enrolled full-time in order to be eligible. This is inconsistent with recent innovations in institutional academic programs which provide reduced credit loads for students along with noncredit remedial or enrichment courses. Many students taking these special courses find themselves ineligible for financial aid because they lack full-time standing. Important educational opportunities are available to the disadvantaged in vocational and technical training programs. In this case, however, the accreditation criterion of most financial aid programs prohibit their use by needy students.

The Kerner Report has suggested that removing financial barriers to higher education should be one priority of future governmental action.

> "The effort to assist qualified but needy young people to obtain a higher education should be strengthened and expanded. Such assistance should be sufficiently flexible and substantial to accommodate the differing needs of individual students."

In a recent report to the Secretary of Health, Education and Welfare from an advisory committee on the "Federal Role in Higher Education," the needs of low-income students were summarized as follows:

> "Even in the states that provide the highest quality of public higher education and the most in the way to student financial assistance, large numbers of youth from the lower economic levels of society are unable to attend colleges or universities. For many of these young people, the existence of scholarships and the absence of tuition are insufficient incentives to get them into the institutions of higher learning. Few scholarships cover all the expenses of attending a college or university, and they do not immediately compensate for income forgone during the years of higher education. The lack of this income is extremely important to the poorer families which often must depend on the earnings of their college-age offspring."

In response to this problem, a State Educational Opportunity Grants program has been proposed to supplement the current financial aid structure with initial funding of $1.5 million per fiscal year. The program, which would be developed by the Higher Educational Aids Board with the assistance of the Financial Aids Advisory Committee, would be designed to meet the following objectives: (1) support the search and motivate programs of the Educational Opportunity Program, (2) fill existing gaps in meeting the financial needs of disadvantaged students and (3) support existing programming and encourage the development of special programming by all segments of higher education in Wisconsin including public and private colleges and universities and vocational-technical schools. The key element of the program would be flexibility, thereby insuring that the differing financial and academic needs of individual students could be met.

WISCONSIN EDUCATIONAL OPPORTUNITY PROJECT

At the December 8, 1967 meeting of the Higher Educational Aids Board, the Board approved the development of the Wisconsin Educational Opportunity Project and directed the Staff to submit the project to the U.S. Office of Education for funding under Section 408 of the Higher Education Act of 1965. On March 15, 1968, the Board was informed by Mr. James W. Moore, Director, Division of Student Financial Aid, U.S. Office of Education, that the project had been recommended for funding. Following budgetary negotiations with the U.S. Office of Education, a formal contract was negotiated between the Higher Educational Aids Board and the U.S. Office of Education on June 3, 1968. The Board was awarded $82,926 for the operation of the Wisconsin Educational Opportunity Project for the period June 19, 1968 to June 30, 1969.

The purpose of this paper is to review the objectives and goals of the project, outline the program planned for the year ahead, evaluate the activities of the project during the past year and suggest ways in which the educational establishment can improve its programs for the educationally disadvantaged.

Review of Project Objectives

The objectives of the Wisconsin Educational Opportunity Project include the following:

(1) To identify qualified youths of exceptional financial need, help them to clarify their vocational goals, encourage them to complete secondary school and undertake appropriate post-secondary educational training.

(2) To form an advisory board composed of representatives of colleges and universities, vocational schools, governmental agencies and community organizations for the purpose of pooling information and advice.

(3) To publicize existing forms of student financial aid.

(4) To encourage secondary school or college drop-outs of demonstrated aptitude to re-enter educational programs.

(5) To develop a guidance and counseling program operative in the community to assist youths toward having a successful college experience.

Program Description

The Milwaukee Educational Opportunity Center carries on a variety of activities designed to encourage and enable academically qualified youth of exceptional financial need to take advantage of available post-high school educational opportunities. The following is an outline of the activities which have characterized the Center during its first year of operation and which will be further refined during the year ahead.

Interviewing, Counseling and Applying for Admission and Financial Aid

The most important activity of the Center is to interview and counsel with disadvantaged students who are interested in seeking a post-high school education. After basic personal information is received from the youth, the counselor assists him in the clarification of vocational and educational goals. Information about the student, such as high school transcripts and test scores, is gathered to determine his preparation for further education. Tests may be administered by a qualified staff member to further determine the student's level of achievement and ability to compete in a post-high school educational program. A reading diagnostic test is often administered since poor reading ability is a common cause for poor academic achievement. College developmental programs are sought, when necessary, to increase the student's probability of success. For example, a student seen at the beginning of the year had an exceptionally poor high school record and was not admissible to college. It was discovered that she read at the seventh-grade level. At the suggestion of the counselor, she enrolled in a reading improvement course, her reading improved, and she is now taking college courses as a part-time special student and performing satisfactorily.

Counselees who have difficulty selecting a vocational goal are acquainted with various options which are in accord with their expressed interests. One young man, for example, who possessed artistic ability and thought he would like a job in this field had no knowledge of how artists make a living. The counselor arranged a tour of the Milwaukee Journal Art Department and the Director explained the various aspects of commercial art. The youth was then able to make a vocational choice within this field on the basis of a real and meaningful experience.

Once the vocational goal is identified and the appropriate educational program chosen, the counselor works with the student in the preparation of admission and financial aid applications. Because of the unique problems of the disadvantaged the counselors must often prepare detailed documentation for use by admissions and financial aid officers.

High School Relations

The role of the Milwaukee Educational Opportunity Center in supplementary high school guidance services has been discussed and clarified with guidance personnel from Milwaukee high schools. During the early months of the Center's development, some problems were encountered in working with high schools inasmuch as guidance personnel questioned the purpose, legitimacy, and status of the project as well as the professional credentials of project personnel. One issue concerned the use of high school transcripts by project counselors working with disadvantaged students. Members of the staffs of the Center and the Higher Educational Aids Board met at the invitation of the Director of Guidance of the Milwaukee Public School System with guidance counselors from the Milwaukee high schools. A fruitful discussion ensued dealing with the relationship of the Center to the schools. As a result of the meeting a cooperative relationship has been established and students are now being referred to the Center by teachers and counselors. In addition, the Wisconsin Personnel and Guidance Association has given its endorsement to the project following a meeting between staff members of the Board and Center and the executive committee of the Wisconsin Personnel and Guidance Association. Solidifying and expanding this cooperative spirit between the Center and high school guidance counselors will continue to be an important function of the Center during the coming year.

College, University, and Vocational School Relations

Recognizing that disadvantaged youth usually do not succeed if they are placed in a post-high school educational program without close supervision, Center personnel have endeavored to open up lines of communication with key institutional officers and to provide minimal follow-up services to enhance the student's chances for success. Center staff members have visited the colleges listed below to interpret the special needs of disadvantaged students, to discuss possible supportive measures, and to outline the objectives and operation of the Center.

UW-Madison
UW-Milwaukee
WSU-Eau Claire
WSU-La Crosse
WSU-River Falls
WSU-Platteville
WSU-Stevens Point
Kenosha Technical Institute
Eau Claire Technical Institute
Coleman Technical Institute, La Crosse
Milwaukee Technical College
Illinois Institute of Tech., Chicago
Loyola University, Chicago
University of Chicago

WSU-Stout State University
Dominican College, Kenosha
Marquette University
Mt. St. Paul, Waukesha
Viterbo College, La Crosse
Lincoln University, Jefferson City, Mo.
Arkansas A M & N
Lane College, Jackson, Tennessee
Tennessee A & I
Fisk University

In addition to visiting the various educational institutions, the project staff has also had the opportunity to address the State Association of Student Financial Aid Officers and the State Association of Admissions Officers regarding the project, its objectives, and its operational framework. Financial aid and admissions officers have in general cooperated with the Center in the placement of students and in supporting the students financially. While there has been heavy reliance on loans and employment, no student has been denied an educational opportunity because of lack of financial resources. There is now mutual recognition by most financial aid officers and Center personnel that the formalized need analyses provided by the College Scholarship Service and American College Testing Program do not realistically evaluate the financial needs of disadvantaged students. In these cases, a great deal of individual judgment is required to properly determine the financial needs of the disadvantaged students. Many financial aid officers have agreed to accept the recommendations of the project counselors when the financial need of the student is not consistent with that determined by the computer-determined need analysis. A typical problem of the need analysis, for example, is that it may show that the student's parents are earning enough to contribute to the student's support, but in reality, because of poor money management or lack of interest, the parents are either unable or unwilling to do so. Financial aid officers frequently make adjustments in the financial aid awards when these extenuating circumstances are brought to their attention.

The Center staff plans additional visits to the various educational institutions and also hopes to make necessary improvement in the communications flow to the key institutional personnel working with the students referred by the Center.

Community Relations

The staff of the Center has spent a great deal of time reviewing the available community resources and the responsibilities of the various existing community agencies in order to develop a referral mechanism and to prevent an overlap or duplication of effort. In addition, community agencies have been informed about the program provided by the Center. Conferences have been held with representatives from 56 social agencies, organizations, and churches. As a result of this effort, many referrals have been made to the Center.

The relationship with two agencies is of singular significance because of the manner in which their services have been utilized. At the request of the Center, the Committee on Public Welfare of the Milwaukee County Board of Supervisors has given permission for persons receiving Aid to Dependent Children to attend college and continue to receive a basic maintenance allotment along with financial aid provided by the institution. The Center has placed 19 ADC recipients in educational programs as a result of this action.

The State Department of Vocational Rehabilitation, in response to federal legislation, has recently expanded its service to assist persons who may be socially or psychologically handicapped in their efforts to prepare for a suitable vocation. Those persons who have potential for college are encouraged to attend, and financial assistance is provided. Twenty-eight persons placed in college are now receiving DVR assistance.

Special Activities

In addition to the activities described above, the Center is also involved in several special activities designed to further the objectives of the project.

Black students at many institutions are organizing in an attempt to secure institutional changes to make the educational program more relevant to their needs and aspirations. The Center staff supports this development and has made initial efforts to establish a positive relationship with the various black student organizations. Personal contacts with leaders, attendance at planning meetings, and statements of support represent the positive actions taken by the staff.

Most recently, the Center has initiated a program for parolees from the state correctional institutions. A variety of rehabilitation programs in the general area of job training and placement are available for these persons but there is little for those who may have the interest and ability to pursue a post high-school educational opportunity. The scope of this activity includes initial contacts in the penal institutions, counseling to determine interest and motivation, consultation with institutional personnel regarding measurement devices which have been employed to determine ability, regular contacts with probation officers to assist in making satisfactory adjustments, assistance in college selection and placement, and supportive counseling on a follow-up basis.

To disseminate information relative to the program of the Center and the educational and financial aid opportunities available, the Center has developed a public information program including the distribution of brochures, radio and television announcements, and newspaper articles. A Negro student who has successfully completed her first year at the University of Wisconsin is writing a booklet for use by the Center advising other disadvantaged youth on how to succeed in college--at least for the first year.

Staff and Organizational Structure

In order to carry out the program described above, the Center will employ five professional and two clerical persons and various part-time work-study students during the 1968-69 academic year. Staff responsibilities will be structured as follows:

Director. Responsible for the administration of the project, supervision and coordination of the various activities, and community and institutional relationships.

Assistant Director. Responsible for screening and testing, counseling with students, and providing follow-up at the various institutions. In addition the assistant director will develop an inventory of financial aid resources and key institutional officers who are responsible for providing special services to disadvantaged students.

Counselors. In addition to general counseling relative to institutional selection, admissions requirements, and financial aid, the three counselors will share responsibility for compiling information on colleges and universities, and vocational-technical schools; developing and maintaining a working relationship with high school personnel; disseminating college and financial aid information; and creating an awareness of opportunities for higher education within the community.

College Work Study Students. Work-study students will continue to be utilized to contact youth in the community, provide follow-up contact with students who showed interest and then failed to return to the Center, and assist with clerical work.

Scope and Evaluation of Project

The following statistical information indicates the scope of the Center's activity during fiscal year 1968:

College Placement	Number of Students
UW-Madison	4
UW-Milwaukee	30
WSU-Eau Claire	4
WSU-Oshkosh	40
WSU-Platteville	4
WSU-Superior	4
WSU-Whitewater	3
Marquette University	4
Milwaukee Technical College	43
Arkansas A M & N College	1
Idaho College	1
Oakwood College, Huntsville, Ala.	2
Valparaiso College, Indiana	1
Total College Placement	141
Pending for College Placement	454
Office Contacts - no immediate action	385
Referrals to other agencies	107
TOTAL	1,087

Based on the first year's experience of the Center, the following observations and evaluative comments about the needs of the disadvantaged and the relationship of the project to these needs are offered:

1. The majority of disadvantaged high school youth have not received adequate vocational and educational guidance in high school and, consequently, have not been sufficiently informed and encouraged to seek further education. The counselor-student ratio in Milwaukee high schools, for example, approaches 700 to 1. Add to this unrealistic ratio the administrative and clerical tasks often assigned to guidance counselors and it is understandable why they are unable to adequately perform the professional task for which they have been prepared. The majority of the students interviewed at the Center have indicated that they do not expect the school guidance counselor to have the time to discuss their vocational and educational aspirations. Clearly, then, one purpose of the Center is to supplement the services of the high school guidance counselors.

2. Disadvantaged youth generally are characterized by a low level of academic achievement in high school, and of those who attempt to attend college, the number who fail to succeed is appalling. The resultant effect on the disadvantaged is that they are reluctant to commit themselves to a goal of higher education for fear of further failure and frustration. A specific objective of the Center is to assist high school graduates and others to select a realizable educational goal and to outline specific steps for achievement. Technical training programs and college developmental programs are sought for those for whom college is not a viable alternative.

3. The Milwaukee Educational Opportunity Center, both by choice and by circumstance, does not operate within the framework of the public school system. The store-front project has purposely been located in the ghetto for several reasons: (a) First, a significant proportion of disadvantaged youth are inclined to "turn off" the school; they do not see education as relevant or meaningful, nor do they expect teachers and counselors to be understanding of their needs and aspirations. (b) Furthermore, those who do seek higher educational goals are frequently motivated at the end of high school or after graduation following unsuccessful attempts at finding meaningful employment. It is then too late for the school to help them. It is believed that many youth can be reached outside of the school in the community where they live. There are also many persons in the community who are not related to any school, such as recent migrants and adults, who are interested in further education but do not know where to turn for guidance. The intent of the project is to be physically accessible to all who may benefit from its services. (c) Finally, it should be noted that the high school is not the only influencing factor; the project attempts to mobilize all existing community resources for the purpose of identifying and encouraging youth to continue their education.

4. It is also apparent that special financial aid programs, supported by either public or private funds, should be available to disadvantaged students who have need but do not qualify for aid under existing programs. Specifically, students who must enroll in part-time developmental programs to prepare for college and students who attend out-of-state institutions need additional sources of financial aid. Also important is a reduction in the use of loans and employment for these high risk students.

5. The most significant observation to be made after the first year's experience is that a talent search project must be related to a comprehensive effort by higher education to retain students after they enroll. The number of disadvantaged youth, especially Negro students, who drop out of state universities and technical schools without graduating is serious. As long as this situation exists, placement of the disadvantaged in post-high school educational programs is a futile gesture breeding further discontent, frustration, and disillusionment. The exact number of students placed in educational institutions this past year by the Center who have failed or dropped out is not available at this time since the follow-up phase is not yet complete. It is estimated, however, that 50 per cent or more of the students failed during the 1967-68 academic year. Project counselors have been criticized in the past by institutional personnel for encouraging students, who are not prepared, to attend college. The students are obviously not prepared for higher education as the institutions presently operate, but, since most of the students who have been placed have been admissible by the usual criteria, it would seem that criticism must be directed at the secondary schools for failure to equip the students to successfully compete in higher education, and at the institutions for failing to adapt to the special needs of these educationally disadvantaged youth. Until recently, most Wisconsin institutions have regarded this problem as being more academic than real, simply because they have had relatively few Negro students seeking admission. As the Milwaukee Educational Opportunity Center places more Negro students in post-high school institutions, the problems they bring with them are becoming evident and the need for immediate action is apparent. A recent survey of the institutions conducted by the Center indicates that many public and private colleges and universities have begun to develop special academic programs and to expand needed services designed to more realistically relate to the needs of the disadvantaged. Stimulation of this development may itself be regarded as one of the major contributions of the Center toward insuring more educational opportunities for the disadvantaged.

Institutional Programming

As indicated above, one of the most pressing needs is for the development of institutional programs and procedures designed to aid the disadvantaged students who are sent by the Center. The following suggestions are offered as examples of the types of needed programs and practices:

1. More extensive pre-entrance orientation to allow familiarization with the style of campus life and requirements.

2. Individual advising to insure that the student selects an academic program in accord with his ability. Graduates of our ghetto high schools are not prepared for a load of 16 or 17 credits which includes math and science, yet many have attempted to carry such a schedule and have failed as a result.

3. Provide more intensive counseling on an individual basis. Students from the inner city are not conditioned to believe that the school is interested in their welfare and will not aggressively seek whatever counseling service is available. Procedures must be sought whereby a continuous relationship with a counselor is established.

4. Remedial help in language improvement. Most universities offer such help, but the students who most need the programs seem not to find them. New approaches in this area are required. One State University requires that incoming freshmen take introductory courses in English and mathematics if they show a deficiency in these academic areas. The courses are offered for full credit and no stigma is attached to those who must take them. A reading improvement program is an integral part of the English course.

5. Tutorial services in all academic areas ought to be readily available.

6. Flexible use of regulations concerning course requirements, drop procedures, and probationary status is recommended to allow the student to stay alive until he develops the necessary skill and "schoolmanship" to make it on his own.

7. Teachers for required courses for freshmen should be selected with great care. Those who are equally concerned for people and intellectual achievement should be recommended to the student.

For students who have potential but are so ill-prepared that immediate entrance in any college on a regular basis is inadvisable, it has been recommended that a college readiness program be developed in the community, accessible to all persons interested in higher education who recognize their need for a development program. It is suggested that such a program include these features:

1. A course in orientation to education--specifically higher education--be offered in the context of the black power value system. Black students have a "hang-up" with personal identity as well as a desire for more education. We are convinced that good education is not possible unless attention is given to this identity problem. Credit should be given for this course.

2. Preparatory courses in mathematics and English offered on a credit basis.

3. Reading improvement and a course in learning and study techniques available on a noncredit basis.

4. Various diagnostic techniques utilized to determine the individual's level of achievement and potential, and academic recommendations made on this individual basis.

5. Tutorial services and advising for high school students planning to attend college and for graduates who may be enrolled in the above program.

6. Housing services available for students who may have to move out of a bad home situation in order to succeed in any educational program.

7. Special financial aids for students enrolled in the program.

Most Wisconsin colleges and universities are located in all white communities; it is incumbent on them to recognize that Negro students may have difficulty adjusting to and being accepted by the community. Most of the schools are aware of the problem and desire to assist the student in this respect, but Negro students have had the unpleasant experience of encountering white racism in our college communities and the college must continue to exert pressure for greater social acceptance.

APPENDIX B

PROGRAM OF CONFERENCE
CONFERENCE PARTICIPANTS

APPENDIX B

PROGRAM OF CONFERENCE 545

CONFERENCE PARTICIPANTS 557

PROGRAM

INVITATIONAL CONFERENCE
INCREASING HUMAN POTENTIAL THROUGH EDUCATIONAL CHANGE
NOVEMBER 21-23, 1968

Wisconsin Center
702 Langdon Street
Madison, Wisconsin

THURSDAY, NOVEMBER 21

1:30-1:40 p.m.: *Welcome:* Angus B. Rothwell, Executive Director, Coordinating Council for Higher Education

1:40-2:00 p.m.: *Orientation:* General Chairman Philip E. Lerman, Vice President, Board of Vocational, Technical and Adult Education -- Coordinating Council for Higher Education and Higher Educational Aids Board Member

2:00-3:00 p.m.: *Address:* "The Educationally Deprived--Who are They and What Factors Contribute to Their Deprivation?" Dr. Robert J. Havighurst, Professor of Education and Human Development, University of Chicago

3:30-4:30 p.m.: *Panel:* "Assessment of Current Wisconsin Educational Programs in Serving the Culturally Diverse"

Moderator: Robert H. DeZonia, Director, Wisconsin Association of Independent Colleges and Universities

Panelists: Samuel D. Proctor, Dean for Special Projects, University of Wisconsin

Bishop Jerome Hastrich, Diocese of Madison

Robert Powless, Director of Student Affairs, Wisconsin State University Medford Branch Campus

Jay S. Johnson, Assistant Professor of Rural Sociology, University of Wisconsin, Madison

Evaluators: Harold Sahakian, Supervisor of Field Services, State Board of Vocational, Technical and Adult Education

Clauston L. Jenkins, Jr., Assistant Director, Programs and Studies, Coordinating Council for Higher Education

6:30-9:00 p.m.: *Banquet:* Master of Ceremonies: Thomas Cheeks, Chairman, Coordinating Council for Higher Education Student Affairs Committee -- Relationships Specialist, Division of Relationships, Milwaukee Public Schools

Greetings: Governor Warren P. Knowles

Address: "The Role of State Government in the Education of the Educationally Deprived"
Dr. John D. Millett, Chancellor,
Ohio Board of Regents

FRIDAY, NOVEMBER 22

9:00-11:55 a.m.: *Workshops #1-5*

WORKSHOP #1: "Curriculum Innovation"

Moderator: Thomas M. Cheeks, Chairman, Coordinating Council for Higher Education Student Affairs Committee -- Relationships Specialist, Division of Relationships, Milwaukee Public Schools

Panelists: Wilson Thiede, Professor of Curriculum and Instruction, University of Wisconsin, Madison

Prenton Kellenberger, Dean, Milwaukee Technical College

Russell C. Mosely, Coordinator, Curriculum Development and Implementation, Department of Public Instruction

James Bowditch, Associate Professor of English, Ripon College

Workshop #1, "Curriculum Innovation" (continued)

	Dwight Teel, Deputy Superintendent, Milwaukee Board of School Directors
	Mandrake Conner, Student, University of Wisconsin, Madison
	Robert G. Trauba, Dean, School of Education, Wisconsin State University-Superior
Evaluators:	William E. White, Associate Director, Academic Planning, Coordinating Council for Higher Education
	Donald Bressler, MDTA Supervisor, District 17 School of Vocational, Technical and Adult Education at Rice Lake

WORKSHOP #2: "Improvement of College and Community Environment"

Moderator:	Frank Zeidler, Director of Development, Alverno College
Panelists:	John Ellery, Assistant to President, Wisconsin State University-Stevens Point
	Miss Dorothy W. Davids, Specialist, Center for Community Leadership Development, University of Wisconsin Extension
	Rev. Gerald M. Cross, Campus Minister, United Ministry in Higher Education, Milwaukee
	Mrs. Helene Aqua, Project Director, Adult Basic Education, El Centro Hispano Americano, Milwaukee
	MacArthur Walton, Student, Ripon College
	Deborah M. McCormick, Student, University of Wisconsin, Madison

Workshop #2, "Improvement of College and Community Environment (continued)

Evaluators: Mrs. Ruth B. Doyle, Director of Special Program of Tutorial and Financial Assistance, University of Wisconsin, Madison

Warner E. Mills, Jr., Assistant Dean, Beloit College

WORKSHOP #3: "Admissions and Retention Problems"

Moderator: F. Chandler Young, Associate Dean of Students, College of Letters and Science, University of Wisconsin, Madison

Panelists: Ernest Spaights, Special Assistant to Chancellor, University of Wisconsin-Milwaukee

William Boyle, Assistant Director for Instructional Services, District #1 Technical Institute, Eau Claire

Mrs. Anne Lerman, Project Specialist, College of Letters and Science, University of Wisconsin-Milwaukee

Samuel G. Gates, President, Wisconsin State University-La Crosse

Mrs. Mary Suttle, Urban Specialist, University of Wisconsin Extension, Milwaukee

Miss Margery Tabankin, Student, University of Wisconsin, Madison

Evaluators: Kenneth Sager, Associate Professor of Education, Lawrence University

Samuel D. Proctor, Dean for Special Projects, University of Wisconsin

WORKSHOP #4: "Guidance and Counseling"

Moderator: Curtis E. Gear, Assistant to Dean, University of Wisconsin Extension

Panelists: James W. McKee, Director of Programs for Culturally Distinct Groups, Wisconsin State University-Oshkosh

Richard R. Roth, Supervisor of Guidance Services, Department of Public Instruction

Sister Mary Charles Ann Preston, Assistant Professor in Spanish, Mount Mary College

R. Wray Strowig, Professor of Counseling and Guidance, University of Wisconsin, Madison

Eugene Abrams, Counselor, Milwaukee Educational Opportunity Center

Evaluators: Miss Cynthia A. Hill, Student, Wisconsin State University-Platteville

John J. Cook, Research Coordinator, Educational Services, Department of Public Instruction

WORKSHOP #5: "Faculty Sensitivity to Problems"

Moderator: William Pollard, Area Coordinator, Milwaukee Public Schools

Panelists: William Pollard, Area Coordinator, Milwaukee Public Schools

Mrs. Velma Hamilton, Assistant Chairman, General Education, Madison Area Technical College

Michael Lipsky, Special Assistant to Chancellor, University of Wisconsin, Madison

Workshop #5, "Faculty Sensitivity to Problems" (continued)

Miss Amy Henderson, Student, University of Wisconsin-Milwaukee

Evaluators: Glen C. Pulver, Dean, Human Resource Development, University of Wisconsin Extension

G. John Stoelting, Director of Program for High Risk and Disadvantaged Students, Wisconsin State University-Eau Claire

12:15-1:30 p.m.: *Luncheon:* Master of Ceremonies: L. Joseph Lins, Director of Research, Wisconsin Coordinating Council for Higher Education

Address: "Federal-State Relationships in Meeting the Educational Needs of the Educationally Deprived," Dr. Regina Goff, Assistant Commissioner, Office of Programs for Disadvantaged, U.S. Office of Education

1:45-4:30 p.m.: *Workshops #6-10*

WORKSHOP #6: "Compensatory Programs"

Moderator: Kenneth E. Lindner, Head of Academic Affairs, Wisconsin State University System

Panelists: Edward C. Wilkinson, Specialist, Urban Education, School of Education, University of Wisconsin-Milwaukee

Leonard A. Haas, President, Wisconsin State University-Eau Claire

Edward Rivers, Guidance Counselor, Adult Basic Education, Milwaukee Technical College

Mrs. Sarah Scott, Vice-Principal, North Division High School, Milwaukee

Workshop #6, "Compensatory Programs" (continued)

Gordon Berry, Assistant to Academic Vice-President, Marquette University

Fermin Burgos, Student, Wisconsin State University-La Crosse

Evaluators: James Baugh, Associate Director, Special Program of Tutorial and Financial Assistance, University of Wisconsin, Madison

Harold G. Gall, Director of Federal Projects, Madison Public Schools

WORKSHOP #7: "Financial Aids"

Moderator: George R. Field, President, Wisconsin State University-River Falls

Panelists: Charles Judge, Director of Financial Aids, Lawrence University

Bruce D. McConnell, Supervisor, Student Financial Aids, State Board of Vocational, Technical and Adult Education

Robert Rossmiller, Director, Student Financial Aids, Wisconsin State University-Stevens Point

Wallace H. Douma, Director, Student Financial Aids, University of Wisconsin, Madison

Richard H. Johnston, Administrator, Division of Student Support, Higher Educational Aids Board

Richard L. Ackley, Student, Northland College

Workshop #7, "Financial Aids" (continued)

Evaluators: Ernest Spaights, Special Assistant to Chancellor, University of Wisconsin-Milwaukee

John H. Stadtmueller, Administrator, ESEA Title VI, Educational Services, Department of Public Instruction

WORKSHOP #8: "Identification and Motivation"

Moderator: William L. Carter, President, Wisconsin State University-Whitewater

Panelists: Bjarne R. Ullsvik, President, Wisconsin State University-Platteville

W. George Patten, Assistant Dean, Adult Education, Milwaukee Technical College

Richard Aukema, Administrator, Division of Educational Opportunity, Higher Educational Aids Board

Mrs. Ruth B. Doyle, Director of Special Program of Tutorial and Financial Assistance, University of Wisconsin, Madison

Richard Blankenburg, Assistant Professor of Education, Marquette University

F. Marvin Hannah, Sr., Instructor, Milwaukee Technical College

Evaluators: Donald A. Anderson, School Supervisor, Department of Public Instruction

Mrs. Bernice Schuld, MDTA Office Secretary, District 17 School of Vocational, Technical and Adult Education, Rice Lake

WORKSHOP #9: "Teacher Preparation"

Moderator: William J. Micheels, President, Stout State University

Panelists: Richard Davis, Dean, School of Education, University of Wisconsin-Milwaukee

David L. Bowman, Dean, School of Education, Wisconsin State University-Oshkosh

Hardean I. Peterson, Administrator, Division of Teacher Education and Certification, Department of Public Instruction

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Marilyn Cowser, Student, Alverno College

Evaluators: Keith W. Stoehr, Director, Kenosha Technical Institute

Sara M. Steele, Coordinator, Staff Development, University of Wisconsin Extension

WORKSHOP #10: "State Fiscal Implications"

Moderator: William Kraus, Secretary of Coordinating Council for Higher Education -- Sentry Insurance

Panelists: Donald E. Percy, Associate Vice-President, University of Wisconsin, Madison

Robert R. Polk, Assistant Director, Wisconsin State University System

Workshop #10, "State Fiscal Implications" (continued)

Eugene I. Lehrmann, Assistant State Director, State Board of Vocational, Technical and Adult Education

Paul L. Brown, Director, Bureau of Budget and Management

Archie A. Buchmiller, Deputy State Superintendent, Department of Public Instruction

Evaluators: Frederick K. Hiestand, Executive Budget Officer, Department of Administration

Gale L. Kelly, Associate Director, Finance, Coordinating Council for Higher Education

Gary Goetz, Fiscal Analyst, State Legislative Fiscal Bureau

7:30-9:00 p.m.: *Meeting of Workshop and Panel Evaluators*

SATURDAY, NOVEMBER 23

9:00-11:15 a.m.: "Assessment of Educational Programs, New Directions, and Fiscal Implications" (Workshop Summaries and Evaluation)

Moderator: Philip E. Lerman, Vice President, Board of Vocational, Technical and Adult Education -- Coordinating Council for Higher Education and Higher Educational Aids Board Member

Panelists: William E. White, Associate Director, Academic Planning, Coordinating Council for Higher Education
---Curriculum Innovation
---Compensatory Programs

Donald A. Anderson, School Supervisor, Department of Public Instruction
- ---Improvement of College and Community Environment
- ---Identification and Motivation

Samuel D. Proctor, Dean for Special Projects, University of Wisconsin
- ---Admissions and Retention Problems
- ---Guidance and Counseling
- ---Financial Aids

William J. Micheels, President, Stout State University
- ---Faculty Sensitivity to Problems
- ---Teacher Preparation

Frederick K. Hiestand, Executive Budget Officer, Department of Administration
- ---State Fiscal Implications

11:30-12:15 p.m.: *Luncheon*

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